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National Child Welfare Division
Consultation booth throughout Conference
Session on Thursday evening

AMERICAN HOME ECONOMICS ASSOCIATION

Social Welfare and Public Health Department
Invites delegates to visit booth to view exhibits of educational material and confer on family budgets, home economics and nutrition services
Afternoon session—Wednesday
Joint sessions—Tuesday and Friday mornings

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Members and friends are invited to visit the Association's exhibit and to attend our Associate Group meeting on *Social Protection in Wartime* at 8:30 p.m. on Thursday, May 14th, in Ballroom No. 1 of the St. Charles Hotel

CHURCH CONFERENCE OF SOCIAL WORK

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Sessions at Grace Episcopal Church Monday to Thursday 2:00—5:30 P.M.
Brief vespers—Grace Church (all invited) Sunday 4:30—Monday to Wednesday 5:35 P.M.

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Publications Display at F.W.A.A. Booth

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES OF AMERICA

The Y. W. C. A. in a world at war
May 12 4:00-5:30 Basic principles of its work
May 13 4:00-5:30 Their application in the community today
May 14 4:00-5:30 Their extension into world relationships
Meeting of Girl Reserve Secretaries
May 15 4:00-5:30 Supervision in the present Girl Reserve program

NATIONAL CHILD LABOR COMMITTEE

May 12—2 P.M. Child Welfare Problems Among Migratory Agricultural Workers
Speaker—Mr. Myron Falk
May 13—2 P.M. Federal Protection for Children Working in Industrialized Agriculture
Speakers—Mr. Will W. Alexander, Mr. John F. Sparkman

NATIONAL COUNCIL OF THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS

Headquarters—Roosevelt Hotel
Consultation and information at Association Press Booth

NATIONAL COUNCIL CHURCH MISSION OF HELP

Headquarters—Hotel Jung
Consultation and information at booth
May 12—2:00 P.M.—"Impact on Youth of Some Present Day Problems" and "Responsibility of the Case Work Agency for Meeting New Needs"
May 13—4:00 P.M.—"Trends in Institutional Programs Transcended by the War Time Situation"

NATIONAL COMMITTEE ON VOLUNTEERS IN SOCIAL WORK

Headquarters—New Orleans Hotel. Information Service in the Lobby
May 11—4:00 P.M., Joint meeting with Association of Junior Leagues of America
Mr. Leonard Mayo, Speaker
St. Charles Hotel, Ballroom 2
May 12—2:00 P.M., "Interpreting to the Volunteer"
Joint meeting with Social Work Publicity Council and Association of Junior Leagues
May 12—5:00 P.M., Annual Meeting, Members of National Committee on Volunteers in Social Work

NATIONAL FEDERATION OF SETTLEMENTS

Consultation and information at Booth
Meetings: Evangeline Room, DeSoto Hotel
May 12, 2 P.M. "Problems of Settlements in the South"
May 14, 8:30 P.M. "The Settlement in 1942; War and After War Service and Planning"

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., ELYRIA, OHIO

Consultation service and literature at Society's Booth
May 11—2:00 P.M., Jung Hotel, Rooms A.B.C.D.
Joint Session with American Society for the Hard of Hearing
May 12—2:00 P.M., Jung Hotel, Rooms A.B.C.D.
May 14—4:00 P.M., Jung Hotel, Rooms A.B.C.D.
May 11— 9:00 A.M. } Special Study Committee on the Physi-
May 12—11:00 A.M. } cally Handicapped

NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS, INC.

Consultation service and literature at Society's booth
May 15—2:00 P.M. The Public Welfare Agency's Opportunity to Conserve Sight:
1. Restoration of Sight
2. The Children's Workers Opportunity to Conserve Sight

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC.
Formerly the Birth Control Federation of America, Inc.

Headquarters—Roosevelt Hotel
May 12—2 P.M.—"How Community Support For Planned Parenthood Has Been Developed"
May 13—2 P.M.—"Mental Hygiene Aspects of Planned Parenthood"

RUSSELL SAGE FOUNDATION

Invites delegates to the New Orleans Conference to visit its large display of books, pamphlets, and bibliographies of interest to social workers. Staff members will be available for consultation

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Practical discussion meetings on publicity and public relations—display of actual publicity selected from agencies throughout the country—also of "how-to-do-it" publications on using different publicity media — consultation service. Delegates are invited to headquarters booth

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Invites delegates to meet the staff at Survey Associates' booth during National Conference week
Survey Graphic—Survey Midmonthly
Book Exhibit

69th National Conference of Social Work

1920—New Orleans—1942

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So They Say

• We may not be our brother's keeper, but we can and do catch his colds and flu.—MILDRED A. EDIE *in Survey Graphic.*

• A misfortune individually experienced strikes hard at the spirit of a man. When misfortune is the common lot, the tragedy of the individual experience greatly lessens.—DR. ABRAHAM MYERSON *in Survey Graphic.*

• Students [of social work] should realize that social policy has a long past and a future; we don't have to do it all today.—MARTHA CHICKERING, *director California Department of Social Welfare, to the Conference of Western Schools of Social Work.*

• Family allowances are more necessary for the national welfare than old age pensions. The children are vital; the aged have done their day's work. Both provisions are a call on the nation; but begin with the most needy.—CARDINAL HINSLEY, *Archbishop of Westminster, London.*

• A man whose job is without social function is like a man without a country; the activity to which he has to give the major portion of his life is robbed of all human meaning and significance. —*Research in Management-Worker Relationships, a report of the Westinghouse Electric Company.*

• War is a tremendous consumer of raw materials—including words. — *Editorial, New York Times.*

• The element known as social workers is still on the job in many directions. . . . It should be obvious that social workers are not capable of winning a war.—*Editorial, Gadsden, Ala.-Times.*

• The mechanism of sociological flight from reality usually involves verbalization often carried to the point of mass production.—STUART A. QUEEN, *Washington University, to the American Sociological Society.*

• There is as you no a big hollar Bout taxes there is a lots of ways to cut down Taxes you Probly havent thought of. Why dont you Put a ½c tax on each Bottle of Soft drinks. i dont like pop.— *Letter to the Governor of Indiana.*

• Democracy cannot be saved by those who quarrel about its meaning. Its fate rests in the hands of those who have experienced it in homely ways, in ways which involve the total person, not merely his intelligence.—EDUARD C. LINDEMAN, *New York School of Social Work in Group Work as an Instrument of Unity.*

• The pride of liberty often brings with it a curious servitude—slavery to the passing fashion of freedom.—WILLIAM ERNEST HOCKING *in Fortune.*

• To make it [democracy] work we must put into it as much discipline and devotion as we hope to take out in privilege.—LOUIS TOWLEY *in the Minnesota Social Welfare Review.*

• It is the God-given right of the American citizen to belt his public servants with verbal vegetables, so why should I try to protest this venerable custom? —HAROLD L. ICKES, *Secretary of the Interior, quoted in U. S. News.*

• Recreation and all other services have to represent the needs and desires of the community as a whole. It is not what individuals need, but what the whole community needs.—MARK A. MCCLOSKEY, *director of recreation, Defense Health and Welfare Services.*

• The first news of the bombing of Hawaii probably released enough energy, caused enough "emotion," to build thousands of tanks and bombers—if it could have been directed into proper channels. As it was it merely produced headaches, stomach aches, sugar in the urine, loss of sleep and widespread wastage of our most precious national resource—emotional drive.—READ BAIN, *Miami University in American Sociological Review.*

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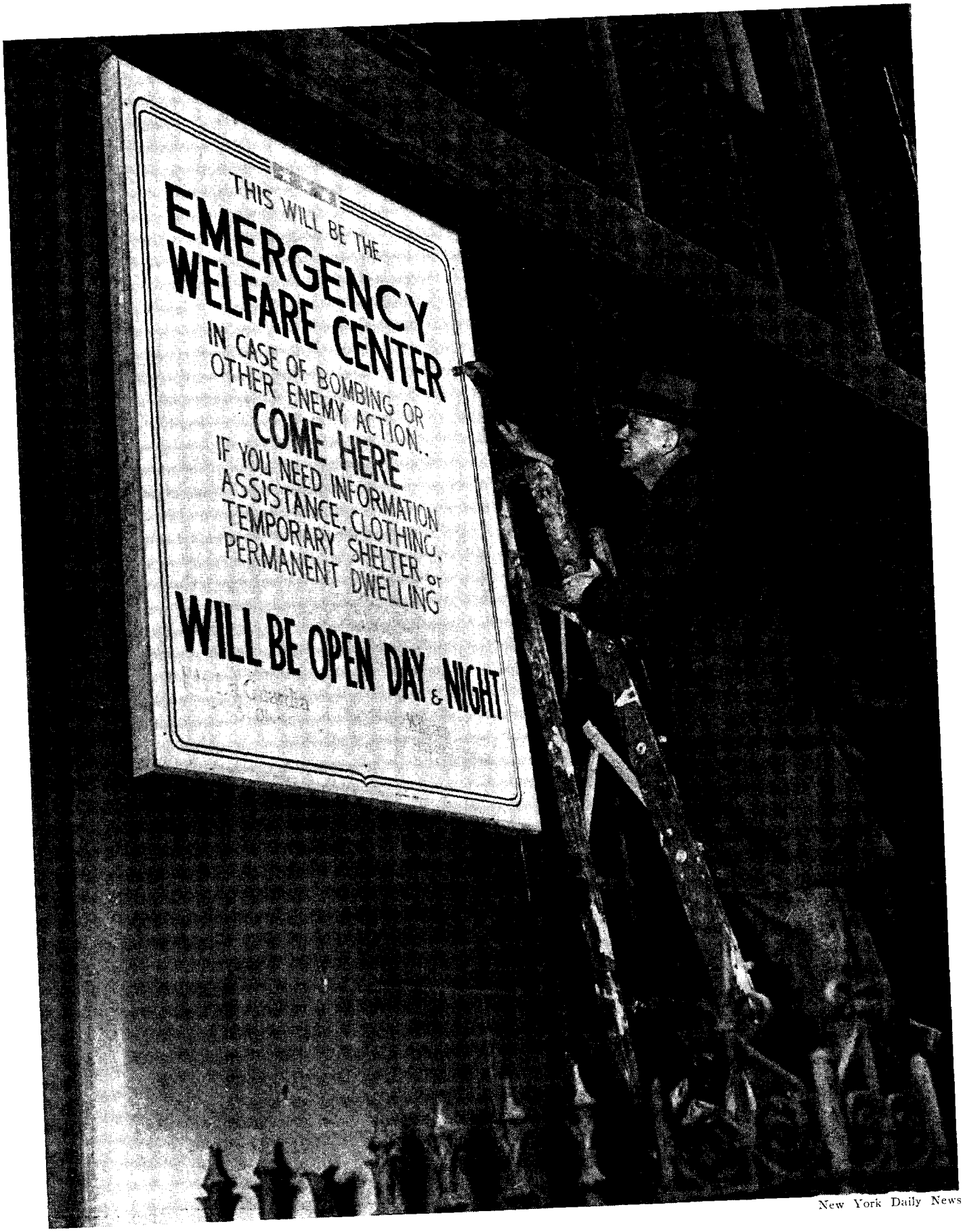

New York Daily News

More familiar to *Survey Midmonthly* readers on a platform than on a ladder is William Hodson, New York Commissioner of Public Welfare. But here he is, as he drives the official last nail in the red, white and blue sign of one of New York's war emergency centers. Some seventy of these are being opened in the five boroughs; they will be manned by a staff of employes from the department and private agencies who will have the assistance of trained volunteers, "in case of enemy action."

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SURVEY MIDMONTHLY

APRIL 1942

VOL. LXXVIII NO. 4

Evacuation, American Style

By GEORGE D. NICKEL

Director of Social Relations, California Personal Finance Companies

The greatest enforced migration of people in American history is under way on the West Coast with the removal of Japanese, aliens and American born, from vital military and industrial areas, and their resettlement elsewhere. This article deals with the initial stages of the evacuation procedure in Los Angeles County, under the order of the Department of Justice. The actual evacuation, conducted by the U. S. Army, was just beginning as this article went to press.

ON February 9, the Bureau of Public Assistance of the Federal Security Agency borrowed about a dozen social workers from other organizations, assigned them to nine Los Angeles County offices of the U. S. Employment Service, and initiated a federally operated direct relief program. Its purpose was to provide financial assistance and other services to those enemy aliens and their families whose normal living had been disrupted because of their residence in prohibited areas. Prior to this date, the Department of Justice, at the request of the U. S. Army, had declared that all aliens of enemy nationalities must be evacuated from specified areas and had requested the Federal Security Agency to facilitate their removal and relocation.

In California the problem was complex. In Los Angeles County alone some 10,000 persons, mostly Japanese, were concentrated in the relatively small prohibited areas designated by the Department of Justice. In order to use existing public welfare facilities to meet the welfare problem of evacuation the state over, it would have been necessary for the Federal Security Agency to deal with fifty-eight county welfare departments through the State Department of Social Welfare which has supervisory jurisdiction but no administrative authority over these county departments. State and local officials manifested such diverse points of view on the handling of the alien situation that the FSA decided to borrow workers and operate its own program.

The anticipated rush of Japanese did not materialize. Within six days, five of the nine FSA offices were closed. On March 9, one month later, arrangements were completed, through the State Department of Social Welfare, for county departments of welfare to assume responsibility and the FSA program was discontinued except as to supervision and paying the costs. In Los Angeles, the County Department of Public Assistance designated one office to deal with aliens.

During the month from February 9 to March 9, while the FSA offices were in operation in Los Angeles County, approximately 1,200 persons sought advice, information or assistance. Actual financial assistance granted totaled not over $300 to eighteen families. Of the 1,200 persons interviewed, 498, or almost half, were Japanese. Most of them wanted information about prohibited areas and about travel, moving, housing, citizenship status, and employment. During the two mid-March weeks after the county assumed responsibility, the number of applications for relief from Japanese alien families increased, though not beyond the ability of one worker to handle.

On the surface, it would appear, therefore, that the problem was a minor one, handled quickly with little cause for concern. But that was not the case.

Actually, the six-week period from February 9 to March 23 was a dress rehearsal for the major evacuation that will be going on by the time this is read. The army has declared almost all of Los Angeles County a prohibited area and all Japanese aliens and Japanese-American citizens alike must be evacuated. [See page 115.]

Looking back at the six weeks rehearsal period, almost every complicating factor that welfare agencies, public and private, have ever had to contend with were present in some degree.

It was difficult to establish with the Japanese that understanding relationship which social workers call rapport. Few Japanese in Los Angeles County ever have been on relief. They are a people who habitually have cared for their own. Among the alien Japanese, though not so much among the American born, accepting relief—being a pauper—carries a stigma. They were not familiar with our agencies and institutions. Going to the government for help transgressed every tradition, conflicted with the mores. And, of course, they were frightened by events and rumors.

Most of the social workers assigned to the FSA offices never had encountered a comparable situation. They had difficulty with the language, they fumbled with the spelling of names. They were used to people coming in and pouring out their troubles, and they were awkward before reticence. Sometimes they didn't acknowledge the little bow that each Japanese woman made when introduced, or they seemed amused by unfamiliar mannerisms.

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Most of the families were from the 500 Japanese cannery workers and fishermen who lived on the 300-acre Terminal Island, "Fish Harbor," in the heart of Los Angeles harbor. The male heads of these families had been picked up and interned by the FBI shortly after Pearl Harbor. So the FSA worker had to deal with the mother or daughter who never before had had responsibility as head of the family.

During the first days after the FSA offices opened there were almost no applications for assistance, although everyone felt that these families undoubtedly needed help and guidance. It was necessary to back up and start over. FSA officials conferred with the heads of Japanese organizations such as the Japanese-American Citizens League, with ministers, priests, mission heads, and with private agencies such as the International Institute of the YWCA, the Japanese YMCA, and the American Friends Service Committee, who had the confidence of the Japanese, who could talk to them, and who could establish their confidence, by remote control so to speak, in the FSA as the agency to help them with their evacuation problems. In fact, many of the families, requiring only information and guidance and the assurance that help would be forthcoming if necessary, received all they needed from these private organizations. It was only through such sources and through the vernacular press that the families involved learned the true purpose of the FSA program. The metropolitan press at first carried no information, and later only small paragraphs buried in long articles under scare headlines.

When finally Japanese families began using the facilities provided for assistance or information, they generally came, not on their own initiative, but rather with or referred by their minister, or by a representative of the International Institute, American Friends Service, or similar organization. These private organizations facilitated materially the work of the FSA. Without them acting as agents, interpreting and augmenting the work of the public agency, the program easily might have failed.

For example, a Japanese nurseryman (who was also a Baptist minister) took twenty or thirty of his families from the prohibited area in which they all resided to an old school ten miles away and set them up in temporary quarters. He conferred with the social worker in the FSA office, and learned among other things that when the families' resources were gone, they would be eligible for assistance. One afternoon ten days later, he marched in at the head of fifteen mothers, each responsible for from three to nine children. One by one, he called the women up to the worker's desk. Each made her little curtesy, smiled her best, and with the minister acting as interpreter (none was able to speak a word of English), made application for assistance. At the end the minister filled out his own application. A humorous touch was added to this and similar situations when the social worker groped for elementary synonyms for "social security benefits," "eligibility," "regulations," "resources," and other stock-in-trade terms.

The immediate need was for service, not financial assistance. The majority of families lacked financial resources to move long distances, but had sufficient funds to tide them over a few weeks. They conserved their funds by moving in with friends or by congregating in groups in churches and buildings hastily made available. This also gave them a breathing spell before the next move which they knew must be made. In this type of situation the public agencies, equipped to function best in giving relief, case by case, were at a disadvantage. The families were reluctant to come in to make application, and the workers, whatever their awareness of need, were not authorized to go out among them to explain the service that was available. The major burden fell, therefore, upon the supervisor of the FSA who worked night and day explaining the service to various committees, Japanese and American, which in turn spent long hours conveying the information by word of mouth and vernacular press to the families involved.

When families did come in with friends or referred by friends, the social workers extended service to the best of their ability. As one worker expressed it: "Our job was to give information and help in such a manner that the necessary adjustments could be made as easily as possible. Our job, in the face of the public clamor for rapid removal of all Japanese and of the rumors about what was to happen next, was to calm people, to slow down hasty action, to suggest careful advance planning, to give accurate information."

This objective was achieved to the extent that families came into the offices. It was achieved more widely to the extent that the FSA supervisor was able to get definite information to such organizations as the International Institute, the Japanese-American Citizens League, and the Friends Service. Actually, the knowledge that the federal government intended to meet welfare and other needs when they arose, as demonstrated by the opening of the offices staffed with social workers, did as much or more to help these people as the actual assistance and advice given.

One Japanese minister pointed out that the suspense before the evacuation was awful. Rumors, fear, worry and uncertainty worked havoc. Once the move was made, there was peace of mind. For despite the breaking of home ties, crowded living conditions, the loss of possessions, the uncertainty of what would come next, the people came to realize that the federal government would provide not bayonets but help.

In the FSA offices, some of the questions were handled easily. "Am I living in a prohibited area?" "I have been working and they say I am entitled to what they call 'benefits.' What are they?" "Where do I register for employment?" Registration with the U. S. Employment Service was required though it was futile, since Japanese were being discharged in large numbers. Among those discharged were social workers, nurses, and doctors on the staffs of Los Angeles county welfare agencies.

Other questions were not so readily disposed of. "I am not in a prohibited area. Shall I go ahead and plant my crop? If I plant, I'm afraid I'll have to move before it can be harvested. If I don't plant, I'll be accused of sabotage." What could the worker say when she, too, had read in the newspaper that further evacuation was imminent; when she, too, was blown upon by vicious rumors? "I am half-Japanese, married to an American-born Japanese. My father is an alien and has been interned. My mother is dead. My aged grandmother (white) and my aunt are dependent upon me. What shall I do?"

The fact that the workers were courteous, tried their best to be helpful, and admitted that they didn't know every answer, won the respect and confidence of everyone

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concerned with the welfare aspects of the evacuation. Said an American, "Everyone from each department involved, from the army to the FSA, has appreciated the social welfare aspects of the situation." Said a Japanese: "We have implicit confidence in the federal government people assigned here. They are fair, considerate, unconcerned about political pressure, can be trusted." He cited names from the army, the FBI, the FSA, and the Naval Intelligence.

The rigid rules and regulations that circumscribe public agencies complicated the handling of the problem. As its responsibility the FSA assumed enemy aliens and their families (which may include Japanese-Americans) whose normal living arrangements were disrupted as a result of residence in prohibited areas. The actual problem was not so clearly delineated. It encompassed, in addition, families of aliens who had been interned, families who had acted hastily on the basis of rumor or who had anticipated orders to move, families who were dependent for their livelihood upon families directly affected by the order to evacuate. To decide whether a family was a county relief case or an FSA case sometimes was difficult. The FSA began aiding all families of interned aliens. Then came a ruling from Washington that such cases were not a federal responsibility. But in the meantime, the County Department of Public Assistance, without consulting the FSA, outlined in a bulletin to its staff its own interpretation of the division of responsibility between FSA and County. It was a matter of a week or ten days before an understanding was reached and a corrected bulletin issued.

This misunderstanding between the county welfare officials and the FSA created gaps in the service which, as in the old unemployment relief days, the private agencies filled. Japanese organizations ceased raising money for American bombers and ambulances and raised $4,500 to give to the International Institute to meet relief needs of Japanese. The Japanese cases of that organization rose from forty to 150 per month, 75 percent of them relief cases. It is interesting to note that the Japanese preferred to have the Institute spend their relief funds for them rather than to do it themselves. Thus they averted criticism from their own people and white Americans alike.

At one stage of the complicated and often confused proceedings, the FSA suggested that the county take over the whole alien relief job, to be reimbursed by the federal government. The newspapers recorded the county's reply to the effect that only $500,000 had been appropriated by the federal government and, should the county accept the responsibility, it would have to continue after the federal funds were exhausted. This reply is familiar to those who recall the not too distant unemployment relief days.

Finally, after it was seen that the number of Japanese requiring assistance would be small, the county agreed to accept responsibility provided the federal government met the costs. To achieve this, the county officials had to confer in Sacramento with the State Department of Social Welfare which, in turn, had to confer in San Francisco with representatives of the Social Security Board. Now, while the county welfare departments actually handle the cases, the FSA instructs the counties through the State Department of Social Welfare which keeps a staff member in the Social Security Board office for liaison purposes between the board, the county welfare departments, and the State Department of Social Welfare. It is all far from simple.

At various stages during the period from February 9 to March 23, an alien Japanese family, whose need was caused by the Department of Justice eviction order, might or might not have received relief had he applied at one of the following places:

1. An office of the United States Employment Service operated directly by the Federal Security Agency.
2. A special office of the County Welfare Department supervised by the FSA through the State Department of Social Welfare.
3. The regular intake office of the County Welfare Department.
4. A private agency such as the International Institute.

Which office might be the right one would have depended upon whether he applied before or after March 9 and upon whether or not on the date of his application the two public departments had clarified their understanding of their respective responsibility. Had there been dire need and large numbers applying, the whole business might have broken down at this point.

Still another complicating factor was the matter of family budgets as a basis for relief grants. While the FSA operated the program, the aid to dependent children budget of the State Department of Social Welfare was used; but after the county assumed responsibility, the county relief budget, which was less, was followed. One newspaper story viciously attacked the FSA for allowing the aliens more than the county allowed its own families. Public feeling was so high that even some social workers were critical of any aid at all being given to Japanese alien families. Some of the workers who assisted in the FSA program were criticized afterward for having done so.

Newspaper publicity, rumors, changing orders, created confusion. During the entire period, the Los Angeles newspapers ran long articles expressing the viewpoints of businessmen and public officials on the Japanese problem, stressing the need for immediate action, emphasizing the "menace," criticizing delays on the part of the federal government. Public officials of other states were quoted at length to the effect that Japanese would not be welcome. There was much newspaper discussion of a plan proposed by prominent businessmen and public officials to conscript Japanese labor at $21 per month, or less, to do farm work. Little was published about the FSA offices and the service they were equipped to render. Where mention was made, it was generally a paragraph at the end of long articles with such heads as "Martial Law Possible in Alien Ouster," "Military Control of Aliens Advocated," "Urge Draft Farm Army of Aliens." This was another reason why families who needed help were afraid to seek it. Many felt that an application to the FSA might mean conscription.

On February 20, the President issued an order placing alien control in the hands of the army. On March 2, the army created broader prohibited areas and intimated that others than enemy aliens would have to be evacuated, but it issued no orders affecting the FSA offices. These announcements started a new flood of rumors. "I hear over the radio . . ." or "I learn from my friend . . ." became the usual salutation of a Japanese to the social worker. This meant a series of telephone calls by the worker to check whether by chance the rumor might be a fact.

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On the basis of newspaper reports and rumors, families disposed of their household goods, and small businessmen of their stocks of goods at ridiculously low prices to buyers, many of whom deliberately set out to exploit the situation. Much credit is due the social workers on the job that more of this did not take place. "That's only a newspaper report," "That's only a rumor," "You'll be notified," they kept on saying although in their hearts they wondered just what were the implications in the reports that the army was now responsible, that the prohibited area had been enlarged, that orders for wholesale evacuation would be issued shortly.

Then came the Terminal Island incident. All alien heads of families living on the Island had been interned on suspicion of subversive activities. Few were left there except women and children. Two weeks before the deadline set for the completion of the evacuation of the island only 200 families of the original 500 were still there. Then the navy found it necessary to order the evacuation of the remaining families within forty-eight hours.

That was almost the last straw. It was the one rumor that proved to be a fact. Churches, the Japanese-American Citizens League, the Friends Service Committee, the International Institute, the FSA staff, everybody, threw procedures out the window and put all their energies to the task of removing these families. Subcommittees were formed to scout for housing, transportation, storage space. The problem was too great for orderly handling. It was a case of move families first and worry later about health, relief, and other problems. Much household equipment was abandoned or sold for practically nothing. But the job was done in the forty-eight hours, with the families housed in churches, schools, American Friends Service Hostels, and in Japanese homes just outside the prohibited area.

The assistance rendered only partially met the need. Many families fortunate enough to possess friends and resources have moved into other states to begin life anew, generally as farmers. Others remain, no one knows exactly how many, just outside the prohibited areas, awaiting the next order to move which they know will come shortly. All of them are planning to move elsewhere, hoping to resume farming, willing to do anything they can.

But some plans cannot materialize without money. One Japanese said: "The assistance from day to day is helpful but it doesn't help us become self-sufficient again. I know a family that can get a piece of ground in Colorado, but they need a pump and a house. The assistance program doesn't provide for that."

Another said: "I don't know whether this is a social welfare problem or not, but we find it in many of our families. A little boy of nine witnessed the scene when the FBI took his alien father into custody, leaving a sick wife and several younger children behind. The most vivid memory he now has of America is that of his father being taken away and of his mother's suffering. He is bitter toward America. He needs to have some American, a social worker perhaps, explain why this was necessary in America, his country. We understand, but that little boy doesn't. And we can't explain to him."

The Japanese are anxious about juvenile delinquency problems that may develop. In ten years only a few cases of prostitution by Japanese girls have appeared on the police records. But now young women outnumber men three to one, families are broken up, jobs are scarce, almost all resources must be exhausted before families can get relief, and being a pauper is pretty disgraceful to these people. Lately, there have been a few more arrests of Japanese girls for prostitution. The responsible Japanese are worried.

A Japanese boy has been missing school regularly. The attendance officer lectured him seriously, lengthily and, as he thought, effectively. The boy responded, "Nuts, we're gonna be evacuated anyway."

A girl of fifteen was beginning to fall behind in school. She was seen late at night on the street. The police checked, then called the International Institute. An inquiry revealed that the girl's father had been interned, that her mother was ill. The girl felt obligated to assume responsibility as head of the family, so at five o'clock each morning she saw to it her father's cafe opened on time, and at one o'clock in the morning she saw it duly closed. Of course her school work suffered; of course she was on the street at strange hours.

The local consensus of opinion seems to be that the Federal Security Agency handled the problem preliminary to actual evacuation as well as could be expected in view of the shortness of time and the lack of opportunity to train workers to unfamiliar duties, and in the face of the terrific barrage of rumor, an unfriendly press, and the mounting feeling against the Japanese in the community.

Actually, very little financial aid has thus far been necessary, but the spirit in which the help was offered and the sincere efforts made to answer questions honestly had a marked effect on the morale of the Japanese involved, giving them confidence in the federal government, assurance that treatment would be humane and assistance forthcoming when needed. There can be no doubt that it will be needed, and soon, for Japanese business has stopped and unemployment is growing.

There is agreement also that the private agencies and organizations, Japanese and American alike, have played an indispensable role thus far in building confidence and in meeting needs that cannot be taken care of in a public welfare office. Without these agencies, the public welfare part of the initial program easily might have failed. They carried on while the interminably complicated rules and regulations were being adjusted; they, who were old friends of the Japanese people, introduced them to new friends, the public welfare workers from the federal government.

But on the other side of the picture there is agreement on the necessity for advance planning and careful timing for the task of evacuation and resettlement, a task so enormous that no one agency can do the job alone. It is a welfare problem with economic and spiritual implications, a problem that transcends state lines. The grant of relief to meet immediate needs of the family in Los Angeles must be coordinated with the plan to settle the family elsewhere, where it can take roots and again be self-sufficient. So far, it has been the old story of scurrying from one emergency situation to another. Some one agency should assume responsibility and direct and coordinate the other agencies in their respective roles.

As this is being written, plans are heading up to evacuate an estimated 36,000 Japanese, of whom 22,000 are citizens, from a greatly enlarged prohibited area that covers most of Los Angeles County. The outlook is hopeful. The Army Wartime Civil Control Administration is in charge.

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The plan embraces three phases: evacuation, placement in reception centers, resettlement. But to execute all three phases successfully requires the coordination of a number of vitally concerned organizations. They are: the Federal Reserve Bank for advice on property and financial matters; the Farm Security Administration for help on farm problems; the U. S. Employment Service for employment problems; the Federal Security Agency; the Immigration and Naturalization Service of the Department of Justice; and the army for its obvious role. Less directly involved but highly important in any coordinated plan are the State Department of Social Welfare, the county welfare departments, and the private welfare agencies.

Whether or not the main business of the evacuation will profit from the lessons of the six weeks dress rehearsal remains to be seen. In downtown Los Angeles, a building formerly occupied by a bank has been taken over and staffed with Federal Reserve employes to advise Japanese on property disposition. But it's a pretty austere looking building in marble and mahogany and a policeman stands at the entrance. Social workers have just been called back by the Federal Security Agency to the several employment offices, but after twenty-four hours on the job they had no instructions and could not authorize any relief. Relief was still being administered by the county, supervised by the FSA through the field staff of the State Department of Social Welfare. So at this writing, much, very much, remains to be seen.

Child Welfare in the States

By GERTRUDE SPRINGER

The cause of children must always triumph ultimately. The important thing is that we should be on our way toward adequately meeting their needs. . . . Justice for all children is the high ideal of a democracy. We have hardly as yet made more than a beginning in the realization of that great objective.—GRACE ABBOTT

WHAT it takes to ensure to all the children of the United States of America an equal opportunity for life, liberty, and the pursuit of happiness, has been spread on the record for nearly four decades. Four White House Conferences have assembled the facts of child life in America and have enunciated working principles of "justice for all" which no thoughtful person can dispute. The public has contributed vast sums to social agencies to develop and demonstrate procedures and methods to implement those principles. Government—federal, state, and local—has moved constantly, if slowly, toward larger responsibility in the conservation of child life as a source of national strength. Since the first White House Conference in 1909 and the establishment of the United States Children's Bureau in 1912, the "children's curve" on the graph of American social development has risen steadily. That curve represents knowledge of what needs to be done for children, the "know-how" for doing it, the extent to which it is being done.

Today the catastrophic conditions of war threaten to halt the continuing rise of that curve, if not to turn it downward. Yet children, we say, are Social Priority Number One. Their welfare is of paramount national importance. They are the hope of the future.

What then should be done to establish that priority, what are the immediate steps indicated for the conservation of American childhood as insurance of the future of the nation? There are, of course, many social undertakings directed to that common end, but there is one, national in scope, which seems to afford a general index to where we are and a guide to how we might proceed. It is the Child Welfare Services administered by the United States Children's Bureau under the terms of the Social Security Act.

That act also established aid to dependent children, a system of cash grants with economic need as the basic test of eligibility. In setting up the child welfare services apart from ADC the authors of the act saw beyond the child's need for food and shelter to his need for those services which further, in his own setting, his development as a human being and a citizen—his need for health, for education, for recreation, for emotional security. The services were designed to help socially undeveloped communities meet these needs of all children, regardless of their economic status, to help them provide those essentials of child care and protection that represent accumulated social experience. The "great objective" was to give to all children the benefit of the best knowledge we possess.

How far need goes beyond food and raiment is illustrated by a spoonful of figures from a single state. Here, in December 1941, some 1,483 children were being served in one way or another by child welfare workers. But only 603 of those children were in families receiving some form of public assistance. The families of the remaining 880 were not in any sense dependent. The needs of the children were not economic but social.

The child welfare services began slowly, but gradually they have reached into some 1,000 counties, most of them predominantly rural, and have affected some degree of change in the social patterns of the various communities. In some places progress has been halting, but practically everywhere the services have gained local support and participation, have demonstrated their usefulness and have indicated the way of advancement toward "that great objective . . . justice for all children."

Early last winter it became apparent to the Children's Bureau that the impact of the national defense program not only was increasing the run-of-the-mill child welfare problems existing in various degrees in most communities, but was bringing to light many special problems. It was disturbingly evident that the public social services for children would have to be extended and strengthened if they were to fulfill their purpose. The sharp increase in population in camp and industrial areas has thrown into bold relief the lack of community facilities and the problems growing out of the lacks. The problems are where the people are—the families and children—and it no longer is possible to ignore their increasing incidence in these par-

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ticular communities. All the lacks and all the problems may not be found in every defense community, but a cross section of them will be there as they will be in varying degrees in many non-defense communities.

To get a comprehensive picture of existing conditions, the Children's Bureau asked responsible state welfare officials to estimate how far the going services were meeting the known needs of children. What were the serious gaps? What more could these officials do if they had more money? Was the pressing necessity for more personnel? For more special services? What were the particular problems resulting from the defense program? Could they be met by the expansion of going services or were new ones indicated?

Knowing the wide variation in the child welfare program the country over, the Bureau did not expect, and did not get, reports that could be tabulated. What it got was clear evidence that the going services with few exceptions are indeed "no more than a beginning," but that they are on the right track and that with personnel and funds they would be equal to their growing responsibilities.

All the reports showed clear understanding of the nature and extent of the child welfare problem and of what its treatment requires. Outstanding everywhere is the need for personnel, for more and better qualified workers not only to do the job as it exists right now, but to meet the growing demand as more and more local leaders—judges, ministers, teachers, and so on—recognize the usefulness of the services and turn to them for leadership and help. It is apparent that the local social services have passed the demonstration stage and that the communities are turning to the child welfare workers for leadership in developing more adequate resources for the care and protection of children. The services have shown the communities what they can do and they must now proceed to do it on a whole community scale. Unless this can be done local confidence will be weakened, local participation will falter, and the ground so hardly won these last years will be lost.

In every area where war preparations, military or industrial, have dislocated local habits of life there is obvious need and insistent demand for the kind of services for children that the workers know how to give. Except occasionally and in limited degree the services cannot be given because there aren't enough workers.

The Children's Bureau has generously given *Survey Midmonthly* access to some of these reports with their estimates of needs gathered directly from the workers, both state and local. They constitute a firsthand picture of what is required to hold the line of essential social services if we are to go further in doing as well as we know how to conserve "the hope of the future." State by state, they offer definite direction to the road that must be followed if we are to continue "on our way." The most significant features of some of the reports are here briefly summarized. They do not represent either the best or the worst, but are a fair sampling.

From Arizona to Vermont

Arizona—Owing to insistent public demand the child welfare services program is statewide and is not limited, as in most other states, to selected counties. Under the law the child welfare division of the State Department of Social Security and Welfare is responsible for all children who must be cared for away from their own homes and for those in need for special services because of physical or mental handicap. It must license all agencies and institutions engaged in child care or placement, certify all foster homes and carry full responsibility for adoptions. Practically all the child protective work in the state also is recognized as its function and in addition the communities look to the child welfare workers for leadership and direction in developing resources to meet the needs of children.

To discharge these basic legal responsibilities the state office has a staff of four, including the director; the local offices a total of fourteen. To do the required work with any degree of adequacy would require at least seven persons at the state level, thirty-one at the local.

The possibilities of services to children brought into juvenile courts and committed to one or the other of the state institutions for delinquents have been pointed up by demonstrations. All such services are at a standstill for lack of personnel. Again the inadequacy of staff has prevented favorable response to constant requests for service to Indian children. The border problems of American-born children of Mexican parents scarcely have been touched.

The lack of any provision for psychiatric care or treatment outside of state hospitals, the lack of psychiatrists even in private practice, leaves the workers no place to turn for consultation on difficult children "with whom we admittedly can make little or no progress without professional psychiatric advice." There is no care or training available for mentally retarded children of whom there are probably 1,500 in the state. For a few particularly urgent cases the child welfare division is paying for haphazard care in a foster home which, however low its standards, is the only resource available.

Problems connected with camp communities and with the possibility of the state becoming an evacuation area "are gaining momentum daily," but the overburdened staff is unable to do little more than recognize them; it can give little real service.

The major handicap to the program here seems to be the difficulty of recruiting staff able and willing to accept multiple responsibilities under pioneering social conditions. The program never has been staffed adequately, and replacements are becoming increasingly difficult as opportunities in "war service" increase.

Arkansas—The state has a number of child-caring institutions, public and private, many of them small, but no non-institutional agencies. An effort now is under way to organize a small private society in Little Rock with one family and one children's worker. But in seventy-four of the seventy-five counties the child welfare division of the State Department of Public Welfare is the only children's agency functioning with a professional staff. Only ten counties have a full time child welfare service. At least fifty-eight professionally trained workers would be necessary to do an adequate job. The present staff of twenty-two "is able to make only a beginning on the great volume of opportunity for service which their interpretation and work have brought to light. Requests for service keep coming from all parts of the state with opportunity limited only by funds."

While the greatest need is for staff to serve all the children, certain specific needs stand out: service for young unmarried mothers and for adolescents, supplemented by the development of community activities in protection and prevention; psychiatric service, now entirely lacking; case work service including foster home care. "The increasing interest and participation of local communities in meeting the needs of their own children makes this both possible and necessary."

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Missouri—An adequate statewide child welfare program would mean expansion of local services in every county to cover case work for the courts and schools, service on behavior problems as soon as they become apparent rather than after they become acute, service in protective cases and to all children needing foster care. To do this job would require approximately 100 workers in rural areas and some ninety workers and fifteen supervisors in urban areas. About twenty supervisors would have to be added to the state staff. There is great need for special mental hygiene service. Here, estimated requirements are for ten psychiatrists, ten psychologists, ten psychiatric social workers for statewide child guidance service, and two special case workers for demonstrations in the state training school for mental defectives.

At present the state training schools for maladjusted children are under the State Penal Board with some service given by local child welfare workers in supervising children returned to their homes. Competent social workers believe that if good case work service could be rendered before commitment, in the institutions, and after release, the population of the schools could be reduced materially.

Although the licensing of child-caring institutions, agencies, and boarding homes is a responsibility of the division of child welfare of the state department, only one worker is assigned to the task. At least seven are needed to give the proper supervision and to supply consultation service in the development of programs and standards.

The difficulties of securing properly qualified personnel are great and positions sometimes are unfilled for considerable periods of time. Like other welfare programs this one has suffered recently from the loss of workers attracted by higher salaries in other agencies. The dearth of personnel has hampered the development of the program, but there seems to be a conviction that "qualifications are as low as they should go if a minimum quality of service is to be maintained."

Oklahoma—Although the law requires the Division of Child Welfare to provide an "adequate" program, it never has been possible to develop such a program. Because of local conditions the division must give service to all counties requesting it—and all counties have. The result is that service, spread thin, can be given only to the most urgent cases. The four workers on the state staff have districts of eighteen counties each with an average of five workers in each district. In eight counties where attempts have been made to give "intensive service," there is much interest in the program. The workers are confident that if similar demonstrations could be made all over the state, increased local financial participation would result. To develop such a program seventy-three workers would be needed in rural areas, and ten in urban, with seven additions to the state staff to supply the necessary supervision.

At present the state has only one child guidance center, financed by the Oklahoma City Community Fund and still in its demonstration period. It is not yet known whether or not it will arouse sufficient interest to lead to the development of greatly needed facilities elsewhere.

At present the four state institutions for children are outside the responsibility of the Division of Child Welfare, but there is evidence that the board now operating them would accept the services of social workers for admissions and placements if the division could supply them. There is no legislation for licensing child-caring institutions and agencies and boarding homes, but there is reason to believe that intensive effort would develop the leadership necessary to get the needed action.

The need for child welfare services all over the state is obvious. It is particularly acute in the several areas where training camps and war industries are concentrated. Lack of personnel bars expansion to meet both normal and emergency demands for service. Recruitment of personnel for child welfare services is complicated by the fact that other social agencies in the state pay about the same salaries and do not require professional training. As a consequence there is little incentive for promising young college graduates with pre-professional courses in social work to acquire the specialized experience and training that children's work demands.

North Dakota—Thirty-seven counties have no services for children except those provided by county welfare board personnel which invariably is overworked and has slight qualification or training for this special task. Each of these counties should have a worker, as should also each of the ten urban centers where police officers are about the only resource now available for dealing with juvenile problems and where "many grave community needs exist." At least six workers at the state level would be needed to introduce services into the communities now lacking them, and to give necessary supervision.

There are practically no psychiatric services available in the state. Urgently needed is a study of mental defectives. At present there is no case work service in the state institution for mentally handicapped children, and there is little knowledge of the extent and nature of the problem they represent. The State Training School now has a child welfare worker on its staff, but it has neither a nurse nor a doctor nor anyone specifically concerned with group work, recreation or vocational guidance. Little can be done to relate the services of the institution to those of local communities in the interest of the children and their families.

There is great need of group work activities, especially in rural areas. A trained worker attached to the state department would be extremely useful in expanding and coordinating the small beginnings already made and in giving leadership for their extension.

Although the Division of Child Welfare is responsible for licensing all child-caring institutions and boarding homes, other than those of relatives, the lack of staff has made it impossible to give the continuous supervision which would improve standards of care. An Inter-Agency Child Welfare Standards Committee has had educational value, but actual progress is slow. Greatly needed is a study of adoption procedures and policies, now varied and confused.

The bar to progress in the state is lack of personnel with the requisite equipment. Salaries are too low to attract out-of-state people or to permit county workers to secure the additional professional training that child welfare work demands. Because of the low salary level and of current demand elsewhere, the state already is losing some of its good personnel with small prospect of replacement.

Montana—"Only a start has been made in providing reasonably adequate opportunities for the maximum growth and development of all the children." The first need is for more case work service to children in their own homes, thereby reducing the numbers of dependent children in institutions. At least forty-three additional local workers and four additional supervisors on the state staff are needed. A full time psychologist and a part time psychiatrist could be utilized to great advantage. Other special needs are: a group worker at the State Training School for Boys; a consultant to help the state department formulate policies relating to Indian children; a consultant to assist in developing a program and policy in relation to institutions, particularly in the control of intake and releases, and to help work out policies for the licensing of child-caring institutions and agencies in anticipation of necessary legislation.

Oregon—To make existing child welfare services reasonably adequate and to extend them to communities that greatly need them would require additions to the present staff of twenty-two workers for rural areas, four for defense areas, and eight for special services in urban areas.

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It would also require the addition to the state staff, for purposes of special demonstration, of a full time psychologist, an assistant in adoption work, and consultants in homemaker service, vocational guidance, and child welfare research.

Rhode Island—While case work service for children is not wholly satisfactory or evenly spread over the state, a good deal of it is available from public and private agencies. Specialized child welfare services are now operating in three areas. To extend the plan to the whole state would require four additional workers at the local level. Statewide services which social workers, public and private, see as essential to improved work are a mental hygiene program for children; a specialist in the problems of unmarried mothers and their children who would serve as a consultant to agencies and give service to cases not otherwise reached; a specialist to conduct a foster home finding program. But, "In general the benefits of any staff increase would be nullified without a generous increase in either state or federal funds to care for the payment of children's board, medical and dental service."

South Carolina—The CWS program represents the first and only effort in the state to provide public services for all the children. It needs almost everything: workers at the local level; specialized mental hygiene and health services; a statewide foster home program; social studies of dependency, delinquency, illiteracy, illegitimacy, health, and so on; recruitment and training of personnel. To develop and operate a coordinated program to meet obvious needs would require sixty-one workers in forty-four rural counties and eight in two urban counties. There are now a total of fourteen local workers. At the state level it would require, in addition to the present administrative staff of seven, at least six specialists: a supervisor of foster homes; a supervisor of child welfare services; supervisors of institutions for dependent and for delinquent children; a supervisor of a training program; a special consultant on Negro problems.

There is practically no limit to what is needed in special demonstrations in fields other than case work. For example: a mental hygiene clinic to give treatment on a countywide basis, diagnostic service on a statewide basis; at least three workers attached to the State Training School, especially for intake, discharge and follow-up service; a worker for population studies in institutions for dependent children and eleven workers in the three industrial schools; "any number of workers—at least five—" to help Negro groups develop community facilities for their own children; eight workers to enlist local participation in planning and carrying out four experimental group work projects in counties where there is a high delinquency rate, a complete lack of recreational facilities and small sense of local responsibility.

Problems in the large defense area are increasing, but with few workers available to cope with them. In addition to workers, funds are needed for temporary care of children, for recreational facilities for 'teen age boys and girls, and for planning for out-of-state young girl sex delinquents who should not be "sent back where they came from," but who cannot be admitted to state institutions because of intake regulations.

The lack of qualified social workers in the state, restriction of appointment to legal residents, and a low salary scale all combine to create a persistent personnel problem, though at the moment it probably is less acute here than in a number of other states.

Vermont—The volume of work far exceeds the capacity though not the willingness of the present staff. To fulfill the obligation to serve all the children the services should be extended into every county in the state. To do this would mean ten additional local workers and three supervisors. Ten additional workers are needed on the state staff to give more adequate case work and supervision in relation to the programs for committed children and for foster home care. Such staff increases would require fourteen additional clerical workers.

Special demonstrations greatly needed are: mental hygiene service including a psychologist, a psychiatric social worker, and a placement worker in the school for the feebleminded; a worker to divide her time between two institutions for dependent children; a pre-school teacher for deaf and blind children.

Whatever the extension of the services their ultimate effectiveness must depend largely on financial resources to enable the workers to carry out their recommendations. For example, they should be able to secure special services, including adequate family relief, for treating conditions contributing to delinquency, and to supply housekeeper aides to keep a family together when illness or death of the homemaker threatens it.

Personnel: The Crux of the Problem

THESE reports and those from the other states only confirm the conclusion almost inevitably reached by anyone who "gets around," that the lack of competent qualified personnel is a complicating and often a deterring factor in the development of the local child welfare programs made possible through the cooperation of state welfare departments and the U. S. Children's Bureau under the terms of the Social Security Act.

The functioning of units approved and ready to go has been delayed for lack of workers; positions for which funds are available remain unfilled for months on end; replacements are slow. The difficulty in the way of more adequate functioning of the present program, let alone its intensification and extension, is not just lack of money; it also is lack of people.

The reasons for this shortage of qualified workers in child welfare, one of the oldest fields of social endeavor, are many and varied. No single reason holds the whole answer. But there are a few which seasoned observers of the scene feel are basic.

A review of the operations and philosophies of private children's agencies in this country, at least over a period of the past fifteen years, indicates that with a few honorable exceptions the agencies themselves have accepted very little responsibility for improving either the quality or quantity of personnel. Individually they have tried increasingly to get people with professional training and experience, but for the most part they have not taken the initiative in recruiting, in providing additional training on the job, or in developing a scheme for educational leaves for people employed but without full professional training or for those who might profit from some subsequent training. The progressive agencies have been concerned with raising their own personnel standards and—again with honorable exceptions—have not been greatly interested in any concerted movement to raise standards in the field as a whole. The schools of social work have endeavored to meet such demand as there has been for specialized work and training, but the demand, lacking stimulation from the field itself, never has been great. The qualifications for workers established at the outset of the new services by the Chil-

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dren's Bureau were not particularly high, in fact many social work leaders and educators maintained that they were not high enough. Be that as it may, the demand from the new public services immediately encountered a shortage. There just were not enough qualified workers.

At present there is great competition as to salaries. The Red Cross and the USO are paying salaries in excess of the scale provided for in the budgets of public welfare departments. Furthermore, the departments are under the necessity of trying to set up a salary scale which does not show too great a discrepancy between the children's workers, required to have at least some professional training, and many of the public assistance workers for whom such training is not required. Anyone can understand the administrative problems involved when a public assistance worker who may be carrying 250 or 300 cases gets considerably less pay than a child welfare worker carrying perhaps seventy-five cases. The fact that the child welfare worker has at least a minimum of professional training and is doing a specialized, individualized job, does not always counterbalance the sheer weight of numbers of cases carried and hundreds of miles traveled by the public assistance worker. There are counties in some of the states where the local public welfare administrator gets less pay than the special child welfare worker attached to his staff.

The federal government itself competes for personnel with the states and, increasingly, workers equipped to give leadership and direction to state programs are drawn off to join federal staffs. Sometimes their assignments at the federal level have no comparison, in terms of opportunities for leadership and for actual service to individuals, with those afforded by positions in state and local organizations. Of course, the salaries are higher. The question inevitably arises: would not children and families in local communities fare better if the concentration of qualified personnel were out in the states rather than in Washington?

It is recognized that the problem of recruiting and keeping workers in rural communities will not be solved until more people are available for employment in the places where they have some ties. The professional and social isolation of many rural communities often proves too great an ordeal for a worker with nothing in her previous experience to help her orient herself in the setting. This is one of the reasons why the Children's Bureau developed its policy of granting educational leaves as part of its administration of child welfare services. Interestingly enough, there has been great resistance on the part of some state officials to permitting the use of funds for this purpose, even though they are federal funds. The reasons for this are many, some of them political, some economic, some emotional. It constitutes one of the problems for the solution of which the Child Welfare Division of the Children's Bureau has worked consistently. Some progress has been made, and it is believed that with the increasing shortage of workers few state administrators will continue to oppose plans for educational leave for child welfare workers.

Residence requirements either in law or in rule and regulation, have had a share in the difficulty of securing staff. Sometimes, even though there is neither law nor rule nor regulation, there has been strong psychological resistance to employing out-of-state people. Furthermore, it has taken time to demonstrate the practical usefulness of professional training. It has taken time to show a community that the trained worker, employing the accumulated experience of all the trial and error that has gone before plus some basic social and economic philosophy on which to predicate action, can "do something" about children whose difficulties have baffled their own parents, the church, the school, and the community. It has taken time to convince the local community that the qualified, experienced child welfare worker does a better job than kindly, well-intentioned Mrs. So-and-So whose husband recently died and who "needs the work, poor soul."

It is generally recognized by responsible administrators at all levels, that the mechanics of the merit system, especially in places where it had to start from scratch, have slowed down procedures in making staff appointments. This is no denial of the necessity for a merit system to protect welfare services and their personnel from political pressures or of its acceptance by the administrator. It simply is facing the fact that along with the pluses of the merit system goes a minus of time lag in making appointments. It is only one of the many factors that combine to create the personnel shortage.

With the development of a formal merit system there has been much less fluidity in the selection of staff, but it is significant that in the political upheavals in many states in 1938 and 1940, before the merit system was in full operation, there was relatively little loss of child welfare personnel. Of course, the program at that time was small and the number of jobs so few that they did not constitute a very rich ground for political rewards. But it seems only fair to say that even then there was an awareness on the part of many elected officials that the child welfare services required something rather special.

ANOTHER FACTOR BEARING HEAVILY ON AN ADEQUATE supply of local workers, is that the only way by which a local worker can achieve promotion, increased professional prestige, and a salary above the maximum set in a state compensation plan, is by leaving the local job for a state job, and in due course leaving the state job for a federal job. Training for social work emphasizes the development of skills to enable workers to meet the needs of individuals with understanding, fairness, and sympathy. Yet all the stimuli provided by the natural desire to better one's self financially and to achieve more status, combine to pull the local worker away from the place where treatment of children is needed into the labyrinth of administrative and supervisory procedures where a real live child is as rare as an ostrich.

A physician spends his life using his professional learning and skill in treating people. His career is made where the people are. A social worker begins where the people are, but a successful career inevitably takes him into administration. In social work the broad base of the professional pyramid is not firmly placed where the people are, but is turned upside down so that only the thin apex is planted in the local community while the broad base of competent workers is up at the top, in the state or federal offices. Until that pyramid is reversed, until the most competent workers are directing their professional skill into actual service to children in their own communities rather than to checking and double checking the performance of other workers from relatively remote offices, until then the high hopes of doing the best we know for all the children will not be realized. How the transition can be made, how local jobs can be made as professionally and financially rewarding as state and federal positions, is beyond the capacity of this chronicler to prognosticate.

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A CHILDREN'S CHARTER IN WARTIME

Adopted by the U. S. Childrens Bureau's Commission on Children in Wartime at a conference in Washington, March 18, 1942

We are in total war against the aggressor nations. We are fighting again for human freedom and especially for the future of our children in a free world.

Children must be safeguarded—and they can be safeguarded—in the midst of this total war so that they can live and share in that future. They must be nourished, sheltered, and protected even in the stress of war production so that they will be strong to carry forward a just and lasting peace.

Our American republics sprang from a sturdy yearning for tolerance, independence, and self-government. The American home has emerged from the search for freedom. Within it the child lives and learns through his own efforts the meaning and responsibilities of freedom.

We have faith in the children of the New World—faith that if our generation does its part now, they will renew the living principles in our common life, and make the most of them.

Both as a wartime responsibility and as stepping stones to our future—and to theirs—we call upon citizens, young and old, to join together to—

I. Guard children from injury in danger zones.

II. Protect children from neglect, exploitation, and undue strain in defense areas.

III. Strengthen the home life of children whose parents are mobilized for war or war production.

IV. Conserve, equip, and free children of every race and creed to take their part in democracy.

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THE CHARTER IN TERMS OF THE CHILDREN OF THE U. S. A.

The formulation (opposite) was cast broadly enough to span the Americas—or even the world. The Commission on Child Welfare in Wartime reinforced it with the series of recommendations that follow, bearing on urgent moves and objectives in our domestic life.

In addition, special resolutions were adopted, calling (a) for amendment of Title V of the Social Security Act to provide for increased appropriations to the Children's Bureau and increased grants to the states, to implement the program; (b) for construction and maintenance of hospitals for maternity care and care of sick children, for out-patient clinics, and for the reallocation of physicians and nurses in defense areas; (c) for the development of school health programs; and (d) the enhancement of child welfare services and the upholding of standards in evacuations and in population transfers such as those on the Pacific coast.

Specialists in a score of fields took part in the discussion at Washington, March 16-18; social workers and laymen from twice that many states. At the opening session, they heard Frances Perkins, Secretary of Labor, Paul V. McNutt, (ODHWS), and Hugh Jackson, (OCD). Katharine Lenroot, chief of the Children's Bureau, and Dr. Martha M. Eliot, associate chief, presided at the three-day session. The Commission is itself projecting an active program in sequence to the conference. It elected as chairman, Leonard Mayo, dean of the School of Applied Social Sciences, Western Reserve University.

I. DANGER ZONES

Guard children from injury in danger zones

THESE DANGER ZONES LINE OUR COASTS ALONG THE Atlantic, the Pacific, and the Gulf—especially where there are military targets, industrial plants, business centers, oil tanks or the like; also, closely built home areas which might be bombed in an effort to break the morale of defense production workers.

These zones are a first charge on our Civilian Defense program but there is no certainty that inland districts and communities will not be subject to air raids or other forms of attack.

Children first in all plans for protection. The first step is their registration and identification.

Evacuation of children from such zones, if needed, as a sound precaution; advance plans for adequate reception and care in their places of refuge. Mothers to go with their children whenever possible.

"War vacations" for city children. By the expansion of summer vacation camps conducted under proper supervision, staffed in part by volunteers, and utilizing surplus commodities and other aids, great numbers of children can be removed from exposed districts at relatively little expense. These camp demonstrations would be an admirable test of evacuation methods and an investment for health.

Appropriate immunization of all children against communicable disease.

Helping children to meet the anticipations and realities of wartime. Childhood anxiety can be as devastating as disease. Not only parents, but doctors, nurses, teachers, recreation leaders, settlement workers, child welfare and child guidance workers can help to preserve the child's sense of security, which is his greatest need.

II. DEFENSE AREAS

Protect children from neglect, exploitation and undue strain in defense areas

VITAL TO THE CAUSE OF THE UNITED NATIONS IS AN ever-increasing stream of guns, tanks, and planes and other war equipment and materials from the United States. A thousand communities are involved in their production. Broken working time due to sickness of the worker, or his wife or child, or to disturbed family life, handicaps production at countless points.

Therefore, the following are essential:

Adequate health, education, and welfare services must be maintained for children and their parents in each of the thousand communities where war production or military camps are established. To accomplish this will require proper staffing with doctors, health officers, nurses, social workers, teachers, recreation leaders, and librarians. It will call for adequate hospitals, clinics, schools, playgrounds, recreational facilities, and day-care centers. Each of these communities will need to mobilize all of its resources within a coordinated plan. Many will need assistance to supplement existing staff and equipment.

The assignment of obstetricians and pediatricians to defense areas should be given special consideration.

Child guidance clinics should be provided wherever possible to help parents and children overcome insecurity associated with dislocations in family life. Such dislocations exaggerate the normal anxieties of children and create situations that require special service.

School opportunities must be expanded to meet the new demands of expanding populations. This should include nursery schools for young children.

Recreation leaders, group workers, and child welfare workers are urgently needed in defense communities, where crowded conditions mean overtaxing of facilities for play of little children and of recreation centers for older boys and girls; mean increase in harmful employment of children; mean mounting juvenile delinquency.

III. HOMES IN WARTIME

Strengthen the home life of children whose parents are mobilized for war or war production

TO CHILDREN IN WARTIME THE HOME IS VITAL AS A center of security and hope and love. To our fighting men the safety and protection of their families is the center of what they fight for. To men on the production front the welfare of their families and homes is basic to morale.

Migration to new and crowded communities, the absence of the father in military service, priorities unemployment on the one hand, and the employment of mothers on the other, are creating problems in homes that affect every member of the family.

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Children of our fighting men. Full provision must be made for the economic needs of children whose fathers are in the service and for medical and hospital care for wives and children.

A government insurance program for civilians injured or killed as a result of war activities should supplement our social security program.

Adequate housing is essential to the protection of home life. In housing projects facilities should be provided for health services and group activities for children.

Employment of mothers and day care of children. As plans develop for the participation of women in war industry, it must be recognized that the care of young children is the first responsibility of mothers. For children whose mothers are employed or planning to enter employment, it is the responsibility of the community, through adequate planning and support, to see that parents have assistance in planning for their needs and that the children have the best possible care—not forgetting health supervision, opportunity for nursery education and play for the youngest, recreation outside of school hours for those who attend school.

Day care for children in crowded areas where home facilities are limited. Such children should have opportunities similar to those provided for children of working mothers.

Economic security. To all parents economically unable to maintain a home for their children, government help should be extended through such measures as aid to dependent children, general assistance, and benefits for temporary and permanent disability.

IV. THE CHILDREN THE COUNTRY OVER

Conserve, equip, and free children of every race and creed to take their part in democracy

THE CHILDREN'S CHARTER DRAWN UP AT THE WHITE House Conference in 1930 and the recommendations of the 1940 Conference are still a challenge to the people. Here it is only in point to single out certain factors that take on new significance in the present war crisis.

Health and children. Good health in childhood lays the foundation for good health in later life. Children should have health supervision from the prenatal period through adolescence. Special planning is needed to overcome present and future shortages of doctors and nurses. As soon as possible every county in the United States should have public health nursing service, prenatal clinics, delivery care, child health conferences, and clinic and hospital service for sick children.

Food for children. The needs of children must be considered first in the event of national or local shortages of foods, especially of milk and other protective foods. If our country is to be strong, all children must have the food they need for buoyant health and normal growth, and information must be available to parents concerning the family food requirements. Family incomes should be sufficient to assure to each member of the family the right amounts and the right kinds of food. School meals are an effective means of supplementing home nutrition and educating children and their families in good food habits. The extension of penny milk to all children is an important aid in assuring to them their full share of this essential food.

Social services for children. Communities should be equipped to supplement the care and training given by home and school when the welfare of the child demands it. Child welfare and child guidance resources of the state, county, and city governments should be expanded to provide appropriate service and care for all children with special needs.

The right to play. More than ever in wartime, recreation must be assured for children and youth through the full use and expansion as needed of all public and private leisure time activities.

School and work. It is essential that children and youth be sound and well-prepared in body and mind for the tasks of today and tomorrow. Their right to schooling should not be scrapped for the duration. Demands for the employment of children as a necessary war measure should be analyzed to determine whether full use has been made of available adult man power and to distinguish between actual labor shortage and the desire to obtain cheap labor. The education and wholesome development of boys and girls should be the first consideration in making decisions with regard to their employment or other contribution to our war effort. This means that no boy or girl shall be employed at wages that undermine the wages for adult labor; none under fourteen years of age shall be part of the labor force; none under sixteen shall be employed in manufacturing and mining occupations; none under eighteen in hazardous occupations.

Health and education. A measure urgently needed at this time is complete medical examinations of all boys and girls of highschool age at regular intervals, with provision for correction of remediable defects. Provision should be made for a nationwide extension of health services for school children including medical care as needed and health instruction, developed through the cooperation of health and education authorities. The need for health supervision and medical care for youth has been demonstrated until there is no longer any possibility of disregarding it.

Young children. In the war period special consideration should be given to the needs of all young children for security in the home and for opportunity to grow through association with other children in play and through the reassurance given by adults who have learned to understand their needs. Opportunity for nursery education should be made increasingly available to help meet situations created by the war.

Children in rural areas. More than half of the children of the nation live in country districts. Far more than city children they are likely to be handicapped by early and harmful employment, inadequate schools, and lack of other community facilities. The war effort must not increase these handicaps.

Participation in civilian mobilization programs. Boys and girls should participate in home and community efforts for the war through activities appropriate to their age and ability.

EVERY CITY, COUNTY, AND STATE SHOULD REVIEW THE needs of its children and youth in the light of these principles through a children's wartime commission or council or an existing organization designated to serve in this capacity, and should devise means to meet evident needs through the cooperative action of federal, state, and local governments, and private agencies.

Every effort should be made to keep the public informed of activities and needs in all phases of service for children and to provide for participation of professional associations, organized labor, farm groups, and other organizations of citizens concerned with children, in the planning and development of these programs.

Provision should be made as rapidly as possible for training the professional workers needed to provide for extension of community programs to increasing numbers of children.

There should be no state lines nor barriers of race or creed impeding what we do for children in our war effort. They may not live in danger zones or defense areas; they will still be subject to the strains of these times. They should not be forgotten Americans. Their future is our future.

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Collective Bargaining in the Civil Service

By ABRAM FLAXER

President, State, County and Municipal Workers of America, CIO

GOVERNMENT workers join unions for the same reasons and with the same objectives that other workers join unions: to improve their wages, hours, and working conditions, and to defend their job security. They seek to achieve these goals through collective bargaining.

From the point of view of the government worker, perhaps the most unfortunate circumstance that surrounds the issue of collective bargaining in the government service is that it has become a subject for academic discussion and debate. Nothing can contribute less towards the solution of the problem than this kind of exercise. At the same time, nothing can more thoroughly confuse the issue. For the problem of collective bargaining in government service does not differ from the same problem in private industry. The same obstacles to the attainment of collective bargaining in private industry obtain in the government service—the recalcitrance of the employers, and the relative weakness of trade union organization among the employes. These obstacles will not be resolved by debate or philosophical discussion. On the contrary, such discussion merely helps strengthen the hand of the anti-labor forces, confuses those who are not anti-labor, and disorganizes the government workers.

It is difficult, of course, to believe that the overwhelming majority of elected officials and their appointed deputies today are so shortsighted as to obstruct trade union organization among their employes and to hold archaic notions with regard to collective bargaining. But let us examine the facts. Most governors, mayors, and county commissioners have resisted the demands for collective bargaining rights that their organized employes placed before them. They even have resisted attempts on the part of their employes to join unions of their own choosing. These elected officials have not hesitated to resort to every anti-labor, "union busting" device known to open-shop employers in industry. They have employed stool pigeons and sponsored witch hunts to weed out union members, dismissed union leaders, formed company unions, and administration-dominated associations; they have sponsored jurisdictional fights between AFL and CIO; they have resorted to intimidation and discrimination to discourage and destroy trade unionism among government employes.

In many communities, government employes have been persecuted by local "Little Dies Committees." In California, the Yorty Committee succeeded in destroying a union of 3,500 members in the State Relief Association. In New York City, the Department of Investigation, under Commissioner Herlands, employed a staff of thirty investigators, used stool pigeons, disrupted the work of the Department of Welfare by "grilling" hundreds of workers, and finally fired the Negro president of the union. The Herlands investigation was launched after persistent demand for more adequate collective bargaining between the union and the administration created a practical problem for the administration.

Efforts to organize the employes of the New York City Department of Sanitation resulted in the dismissal of the president of the local, and the suspension and fining of scores of the most active union members. When these acts of intimidation did not halt the growth of the union, a discredited company union was advised by the administration to secure an AFL charter and then was given *sole collective bargaining rights,* and also sole organizing rights, in direct violation of Mayor La Guardia's stated policy that all unions be given equal rights.

The strike in the Department of Street Railways in Detroit was aided and abetted by the city administration to prevent the transport workers in DSR from joining a union of their own choosing. At this writing, forty-six trade unionists, loyal members of the Pennsylvania Department of Public Assistance, are fighting to regain the jobs they lost on charges that were concocted after a two-year secret spying investigation.

Such facts as these become blurred in the fog of philosophical discussion. The press, traditionally hostile to organized labor, never misses an opportunity to spread the fog, to help the anti-labor employer. Further, organized reaction is tireless in its effort to maintain the government service as the last stronghold of the open shop, to afford a base from which to rally its forces for an attack on the rest of labor.

Nor are anti-labor forces averse to creating fog on their own account. Almost at the height of the collective bargaining dispute between the Transport Workers Union and the New York City administration, the National Institute of Municipal Law Officers, which is a subsidiary of the United States Conference of Mayors, issued a report on the "Power of Municipalities to Enter into Labor Union Contracts." Many people regard this report as the counterpart of the Liberty League brief on the National Labor Relations Act. The document purports to show that there are legal grounds for denying to government workers the right of collective bargaining. The fact that this report was not a disinterested inquiry can be seen not only from the unsupported conclusions it draws, but also from its distortion and suppression of evidence. Union experience indicates that few, if any, government officials have examined this report critically. In general, it is put to the uses for which it was planned—to block collective bargaining. Thus, a collective bargaining agreement between the State, County and Municipal Workers of America and the city of Clarksburg, W. Va., was held up. On the strength of this report, the right to organize and to be recognized as a union

In the February *Midmonthly,* Ellis Ranen, industrial relations counselor of the New York City Department of Welfare, put forward arguments why organized civil servants cannot bargain collectively with their employer on the same basis as can workers in private industry. This month, a national union leader presents his case for the exercise of the right of collective bargaining by public employes on the same terms as that right is exercised by industrial wage earners.

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for the presentation of grievances was denied to the employes of the city of Yonkers.

It is not the purpose of this article to add to the debate on this subject. A refutation of the report of the National Institute of Municipal Law Officers is in the files of the national office of the State, County and Municipal Workers of America, and any interested reader is welcome to study it. Yet it might be worthwhile to examine here some of the arguments against collective bargaining for government employes, not for the purpose of refutation, but to reveal the anti-labor attitude they express.

MOST frequent is the argument on the right to strike. The National Institute of Municipal Law Officers in its treatise cites as one of the reasons why municipalities may not sign collective bargaining agreements with labor unions representing municipal employes: "City employes have no right to strike to enforce collective bargaining rights with the city."

In terms of logic, the argument is a *non-sequitur*. Legally, it has no force. The notion that a labor contract to be valid must be enforcible by strike is as absurd as that a money damage contract to be valid must be collectible. No lawyer would question the validity of an agreement involving money damages even though both parties were penniless and judgment-proof at the time it was contracted. The existence or non-existence of the right of municipal workers to strike throws no light on the question of the validity of municipal labor contracts. A strike is one of labor's means of obtaining adherence to its contracts. Labor employs different enforcement methods in relation to differing circumstances and conditions. Today, for example, all American labor has agreed not to strike, yet collective bargaining contracts continue to be signed.

This argument is interesting not because of its peculiar logic or legal validity, but because of the point of view of those who urge it. It is the attitude of one who says, "I won't sign unless you force me to sign." That was precisely the attitude of such open-shop industrialists as Girdler, Weir, Grace, and Ford. The only difference is that the government official feels much more secure, for he has converted the strike into a weapon for his own use. Let us look at this question more closely.

The government employer asserts that a strike against the government is akin to insurrection. Therefore, if the government employe strikes he is subject to penalties. But if the government employe refrains from striking, he is barred from the collective bargaining rights to which other citizens are entitled. Can a more effective trap be devised for trade union men and women? Private employers look with envy on the government employer—and learn by example. I believe that behind the pending anti-strike legislation in Congress is the desire of certain employers to enjoy the seemingly invulnerable anti-labor position that government now has.

The resistance to collective bargaining by the government employer is further revealed in his interpretation of the law. It is argued that as federal and state statutes providing for collective bargaining do not expressly cover government employes, this omission must be interpreted as a declaration of public policy *outlawing* municipal labor contracts. In support of this contention, two contradictory assertions are made—sometimes, as in the case of the National Institute of Municipal Law Officers, by the same spokesman. On the one hand it is said these statutes are so framed in recognition of the unbridgeable difference between public and private employment; on the other hand, that they constitute a legislative intent to bar labor contracts for government workers—in other words, that public labor contracts similar to private contracts could be devised.

The Wagner and "Little Wagner" acts are affected by both contentions. These acts neither reflect the supposed difference between public and private employment nor do they constitute a ban on public collective bargaining contracts. The legislative hearings on the National Labor Relations Act reveal that this act was designed to force recalcitrant *private* employers to recognize the rights of labor. The federal Congress and state legislatures were not likely to assume as a basis for legislation that the federal and local governments also flout labor's rights. Thus it is clear that the exclusion of federal, state, and municipal employes from these acts supports no such inferences as have been drawn.

Further, it is contended that a municipality has no authority to enter into labor contracts unless expressly so empowered by law. According to the National Institute of Municipal Law Officers: "Cities are creatures of limited powers having only those specifically delegated by constitution, charter, and statute, and power to sign such collective bargaining agreements has not been expressly delegated to cities, except in a very limited way by the state of Washington."

If this were true, every city in the country would be hamstrung in the normal conduct of its day to day business. If cities may operate legally only under express powers and not under implied powers as well, the total municipal acts *ultra vires* in one day would be staggering. Fortunately, the statement is not true. Implied powers are recognized sources of legitimate municipal action, and the implied powers of municipalities to make contracts with their employes meets every legal test applicable to the exercise of implied powers. Considering that sound employer-employe relations are as essential to the efficiency of the city as to private industry, can it be seriously advanced that the establishment by agreement of workable labor relations is not implicit in the powers of the city to administer its affairs? The shoe is on the other foot: specific statutory authority is not required to sanction municipal labor contracts. On the contrary, the power exists to make such contracts unless they are forbidden by specific provisions of law.

IT is easy to break down other legal and philosophic bulwarks from behind which government employers continue to belabor the government worker. But it is more to the point to indicate that the reason why the government worker, in the main, is denied collective bargaining is not a matter of legal prohibition or philosophic universals but rather of the plain fact that the government employer is attempting to destroy the growing trade union movement among government workers. The only logic government's interpretation of the law has is the logic of a fixed policy to this end.

New York City offers an instance worth pondering. The overwhelming majority of the employes in the Department of Welfare in New York City are organized in the State, County and Municipal Workers of America. Again and again, the union's request for sole collective bargaining was denied on the ground that the policy of the city administration prevented the granting of this right to the union. It was stated that the policy was to give equal recognition to

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all organizations, union and non-union, regardless of the number of staff members they represent. The union knew that this policy was not adhered to in the Department of Sanitation, where the Joint Council of Sweepers and Drivers, a company union, was recognized as the sole bargaining agent. Later the State, County and Municipal Workers of America instituted an organizing drive in the Department of Sanitation. Within a short time, 4,400 sanitation men paid their $1 initiation fee into the SCMWA, which thus became the majority organization. To the union demand for *recognition,* not sole collective bargaining rights, Commissioner Carey of the Department of Sanitation replied that he would recognize only one union, that such recognition had already been granted to the Joint Council of Sweepers and Drivers, that he had been doing business satisfactorily with this organization for many years, and that he intended to continue doing business *only* with the Joint Council of Sweepers and Drivers. Meanwhile, in the course of the dispute between the Transport Workers Union and the Board of Transportation, Mayor La Guardia cited the city policy of equal recognition to all organizations as a reason for denying sole collective bargaining rights to the Transport Workers Union. The union's protest against this "heads I win, tails you lose" practice was ignored.

Nor should the fact be overlooked that this fight of government employers against unions is related to the drive to reintroduce the spoils system. In writing in *The Nation,* Sterling D. Spero states:

> The size and complexity of the public services today make the old method of dealing with personnel problems—through legislation and informal office contact—at once too rigid and too haphazard for satisfactory results. It is hard to think that a subway or power plant could be run efficiently with workers constantly asking the legislature to compel management to do this or to forbid it to do that. Under such circumstances all the civil service reform in the world could not keep these enterprises from being honeycombed with politics.

Inherent in the government workers' fight for collective bargaining is their desire to free themselves from domination by the political boss and club house loafer. The government worker has come to the conclusion that it is far better to chance the hazards of a fight for collective bargaining rights, entitling him to negotiate in an atmosphere of independence and dignity, rather than to try to curry favor with political hacks. The struggle for collective bargaining is a drive to keep the service free from the spoils system and to defend the merit system. If the government workers lose this fight, the enemies of the merit system will throw back the administration of government a quarter of a century. If the workers win, good government will prevail. Thus, before any politician can pervert government to his own uses, he must first get rid of the government workers' union, the watchdog of the merit system and of proper administration of government. The enemies of relief in the state of California first had to destroy the union of SRA employes before SRA could be demolished. Similarly, any attack on the merit system must be preceded by attacks on the organized government employes.

By the same token, government officials who uphold the merit system and who are genuinely interested in good government, are the ones who permit organization of their employes and bargain collectively with the union representatives. Attorney General Francis Biddle, formerly counsel for the Joint Congressional Committee which investigated the Tennessee Valley Authority in 1938, was the speaker at a gathering to celebrate the completion of the Cherokee and Watts Bar Dams in the Valley, a few months ago. On that occasion, he said:

> I am convinced that this magnificent accomplishment is in no small part due to the way TVA dealt with the 3,000 to 4,000 workmen on the job, men who in April placed 132,030 cubic yards of concrete—one cubic yard every 15 seconds; who handled 200 cars of stone and sand and gravel and 20 to 30 cars of Portland cement a day. Representatives of organized labor had testified before the Joint Committee that "collective bargaining had been brought to a pitch of excellence hitherto never achieved on any other government enterprise." This mutual cooperation has made the men who operated the machines, poured the concrete, moved the mountain of earth and rock, feel that they were engaged in a tough and splendid joint undertaking. The Authority's agreement with the fifteen unions was clear-cut and carried out by both sides. The agreement (signed a week after the statute became law) provided for rapid handling of jurisdictional disputes, employe grievances, and other labor disputes, and created a conference machinery of men and management which has successfully determined all labor standards and settled all differences, offering at the same time a training program for employes, and a carefully worked out program to prevent accidents and protect health. On both sides there is an attitude of trust and understanding.

The real problem is full recognition by the labor movement itself that the solution of the collective bargaining issue in the government service remains one of labor's most important items of unfinished business. There are some five million federal, state, county, and municipal workers in the United States. The wages of the majority lag behind the wages of the industrial workers in private industry. These wages are static. Rising taxes and living costs further depress the government employe's standard of living. In the face of his mounting grievances, the government employe meets with an obdurate employer, an apathetic public, and a labor movement only recently aware of his problem. These five million workers represent a substantial segment of the working population. Of each nine persons gainfully occupied in this nation, one is a government employe. The labor movement must ponder the question of how long it can retain collective bargaining rights, wage and working standards, if these benefits are withheld from government workers.

The solution of this problem was of vital importance before Pearl Harbor. Today, it has become a critical necessity. The nation has dedicated itself to the effective prosecution of the war. It is vital to the battle of production that we establish an unshakeable unity of all groups determined to beat Hitler and his puppets. We know now that a "Cliveden Set," appeasers and Copperheads are still in our midst. These enemies of national unity take advantage of the legitimate grievances of the people to sow seeds of doubt and dissension.

Government employes are loyal public servants, eager to play their part in winning the war. Already they have contributed to civilian defense, to the Red Cross, and Allied relief. They are substantial purchasers of defense bonds, and in many other ways they are participating in the war effort. But the government employes represent a source of energy not yet fully utilized in the national task. To release this energy, government, the public, and particularly the labor movement, must aid these employes in their efforts to redress their grievances as citizens and workers.

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Here in Washington . . .

By Rilla Schroeder

INDICATIONS are that the Administration will back legislation calling for wide expansion of the social security program. The long awaited bill is, in fact, drafted and presumably at the White House needing only the President's final approval before its introduction.

The Social Security Board's 1941 report, now off the press, assumes that in a war for democracy the democratic ideal should be strengthened rather than weakened. The first chapter of the report concludes: "In a period of national stress such as that which the country now faces, social security is the beacon which affirms the ideals of democracy and lights the way toward the further progress of a democratic people."

Senator Robert F. Wagner of New York, recovered from his long illness, is now back at his office and the Senate bill will go in under his name. Majority Leader McCormack may sponsor the companion bill in the House, although the Massachusetts member's last venture in legislative social security (the defeated proposal to appropriate $300,000,000 for special unemployment benefits) created an uproar that he found most discouraging.

Introduction of the bill, of course, does not insure its passage. On the contrary, unless a few miracles happen, it may never get further than the House hopper. Since the bill touches on revenue it must originate in the House. The Ways and Means Committee is at present very, very busy with the tax problem. Members of the committee expect that piece of work to occupy their full attention until late in July or early August. Elections are in November. The two months interim would not be sufficient to give the social security amendments the attention they will need, even if the committee members were willing to forego before-election visits back to their districts.

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PLANS HAVE BEEN COMPLETED FOR A national occupational inventory looking, at long last, to coordinated use of the nation's manpower in the war emergency.

Brig. Gen. Lewis B. Hershey, selective service director, has stressed repeatedly the danger of taking essential industrial workers for military or naval service. Speaking in Washington in March he indicated that, in the future, draft deferments would depend upon the registrant's proper place in the war effort rather than upon his dependents. He warned that we must discipline ourselves to allow more effective distribution of our men. If the nation fails in the necessary self-discipline, he said, the government will be forced to allocate all manpower as it is needed.

Announcement of the occupational inventory by the U. S. Employment Service followed close upon General Hershey's warning. Hereafter, and retroactive to February 16, selective service registrants will be given questionnaires examining their possibilities not only as soldiers but as industrial workers. The natural sequence will be assignment to the role for which they are best fitted. To date, the inventory includes only those registering under the Selective Service Act. That tomorrow it will include women as well as men seems likely.

Selective service boards will work with state and local employment offices, now functioning smoothly under John Corson's direction from Washington. Incidentally, the federalization of the state services proved a much less difficult problem than had been anticipated.

The inventory starts with those registering February 16 but later will be extended to all previous registrants, except those already in active service.

The program seeks to minimize the serious labor shortage of next fall. Already the shortage is making itself felt. In 1941 the number of workers in defense and in the armed forces increased by about 6,500,000. This year nearly 13,000,000 more workers will be drawn into war production and the military service. More than half of the 1941 increase was made possible by the reduction in unemployment. Another 50 percent cut in the latter, plus new entrants into the labor market and other labor reserves, may yield 5,000,000 additional workers for this year. To find the remaining 8,000,000 is the job facing the U. S. Employment Service.

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THE TOLAN COMMITTEE REPORT ON "problems of evacuation of citizens and aliens from military areas" (affectionately known in the committee as the "Jap" report) views with alarm suggestions that Germans and Italians be accorded the same treatment being handed out to the Japanese on the Pacific Coast. It says, in brief: "Indeed, this committee is prepared to say that any such proposal is out of the question if we intend to win this war."

The committee concedes that mass evacuation of the West Coast's Japanese is necessary, but is inclined to be grim regarding certain incidents of the great exodus. It strongly urges that greater efforts be made and made now to protect the interests of these people, many of them good and loyal Americans, from the wolves that have found their predicament profitable.

The committee is in full agreement with the Executive Order of February 19 (giving the Secretary of War authority to designate certain areas as military reservations and for the deportation from such areas of certain aliens) and approves the War Relocation Authority set up March 18. The evacuation, says the report, has been ordered by the military and carried out as a matter of military necessity. Such being the case, it is the duty of the federal government to protect and provide for the victims of the necessity.

The committee, in making its investigation, communicated with the governors of a number of states in an effort to ascertain where the aliens could be moved. Of the replies received, only two agreed to take the evacues and those two agreed to do so . . . in concentration camps.

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THE ADMINISTRATION'S SECOND EFFORT to secure assistance for war displaced workers received short shrift at the hands of the House Appropriations Committee whose members rejected by a vote of 7 to 5 the President's budget request for $100,000,000 for WPA to take care of them.

The $750,000 allocated the Social Security Board for relief of dependents of civilians affected by enemy action outside the United States is being handled through the Old Age and Survivors Insurance Bureau. The allotments are based on the monthly earnings of the missing breadwinner. Five million dollars has been set aside by the President for the civilian sufferers from the battles of Pearl Harbor, Wake, and Guam, but the fund will be entirely inadequate as the situation develops. Legislation, apparently, will be badly needed.

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THE MANHANDLING GIVEN THE FARM Security Administration in the House will be corrected, it is hoped, in the Senate. The campaign against FSA set a new low in such all-too-familiar procedures. Thus Dirksen of Illinois charges that the agency is conducting a program which resembles "collective farming in communistic Russia."

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The Common Welfare

Agencies as Employers

A BILL to exempt all employes of non-profit organizations from the state minimum wage law has been introduced in the New York legislature. In the fall of 1940, when minimum wage orders were issued for hotel and camp workers, a representative of Catholic charities, speaking also for the YMCA, the Boy Scouts, and the Salvation Army, protested the application of all minimum wage orders to employes of religious and social agencies. The State Labor Department held that the agencies were covered, since the law exempts only domestic service and farm work.

The investigation on which the hotel board based its minimum wage recommendation revealed that 30 percent of the women employed by non-profit agencies in New York in this class of work were paid less than $10 a week; 23 percent of them less than 25 cents an hour. The wage orders set higher minimum levels than these.

The Condon bill now proposes a blanket exemption from the minimum wage law for any employment by an agency "organized and operated exclusively for religious, charitable, moral, and mental improvement or educational purposes. . . ." The measure is being opposed by many individuals and groups that have been active in securing the enactment of social legislation in New York and in helping safeguard its administration.

The First Evacues

NEWEST of this country's pioneer stories had its beginnings on March 23 when 1,000 young men of Japanese extraction left the West Coast for the interior to prepare the way for the 112,000 Japanese-Americans and Japanese nationals who are to follow in the greatest enforced migration in United States history. [See page 99.] According to a correspondent of *The New York Times,* willingness, cooperation and even the spirit of adventure characterized the attitude of this volunteer vanguard, comprised largely of American citizens, which traveled the 230 miles to the Owens Valley reception center by train and motor convoy, under army escort. The only threat to the smoothness of the plan came not from the men involved by the accident of ancestry but from building trades workmen at the camp who threatened to strike if any of the evacues were allowed to engage in constructing their new quarters.

The Owens Valley center, situated on 6,000 acres of once fertile but long-neglected land, is to be the temporary home of 10,000 evacues—men, women, and children—awaiting resettlement elsewhere. The advance contingent will till the soil and plant the crops to help feed this sizable community which it is hoped will be self-supporting with farm work and small industries developed on a community basis. Working residents will receive credit on the camp books for $50 to $95 per month, depending on their skill. Each will be charged $15 a month for "subsistence" with additional charges for "extras" purchased at the camp canteen. Any accumulated credit will be paid to the evacue when he leaves the center. Though families will have their own apartments in the prefabricated buildings now being erected, they will eat in community dining rooms served by community kitchens. Other facilities will include a library, movies, athletic fields, and a fifty-bed hospital staffed by Japanese doctors and nurses. Law and order within the center will be the responsibility of the evacues themselves under a system of self-government.

The temper in which the volunteers, both native and foreign born, who arrived at Owens Valley last month have already swung into the fight with the dried up soil would indicate that they came, as the *Kashu Mainichi,* Los Angeles newspaper, put it "without bitterness or rancor, not as flag-wavers, but as men who wanted to show their loyalty in deeds not words." In this situation the American-born among them were put to an extra test, for this was the spirit in which they cooperated with the federal government in carrying out a wholesale program that encroaches deeply on their individual rights as citizens.

American Seamen

WHAT this country has at stake today in establishing and maintaining sound industrial relations in its merchant marine is emphasized in the notable supplementary report submitted to the President and Congress as the final act of the Maritime Labor Board. After three years of steadily widening usefulness, under the chairmanship of Robert W. Bruère, this agency has been liquidated by Congress. In its brief span, the board brought maritime employers and their employes to a level of civilized industrial relations "as noteworthy as they had been notorious." As the report points out, "Today, morale in our merchant marine is evidenced by the way seamen risk their lives in their country's first line of defense."

The report points to the centuries during which "seamen were held by the courts to be wards of the State"; it was not until 1915 that in the United States "their right to the guarantees of the Thirteenth Amendment was specifically recognized even by the Congress."

With the establishment of the Maritime Labor Board in 1938, Congress sought to "encourage" the development of collective bargaining between seamen and their employers. "The response of the seamen particularly, even to this halting recognition of their capacity for self-government, has been remarkable," the report states. "Under their driving initiative collective bargaining has made strides not only in the offshore trades but coastwise and even on the Great Lakes, the stronghold of the non-union shop."

There was a comparable development during the first World War, but in the post-war reaction "the Seamen's Union went to pot with the hundreds of vessels that were left to rust in the mud off Jones Point in the Hudson, along Solomon's Island in the Chesapeake, and elsewhere. The general demoralization spread along the docks and among the longshoremen, breeding strikes and, in some instances, gross racketeering."

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Now, the report points out, Congress has summarily cut short its responsibility "for the development of 'a comprehensive plan for the establishment of a permanent federal policy . . . for the stabilization of maritime labor relations.' " In a time when the issue of the war hinges on the efficiency of American ships and the morale of American seamen, maritime labor relations are to be left to "improvisation by administrative agencies."

In the mechanics of production, American experts make full use of experience and of sound advances in process and equipment. We fail to use comparable skill and energy in dealing with "the human factor." Here is a chief cause of friction in industry. Now the same shortsightedness threatens the smooth functioning of vital supply lines to the overseas battlefronts.

Drug Conservation

THE 500,000 ounces of quinine, ordered by the Reconstruction Finance Corporation, that went to the bottom of the sea last month point up the serious situation the country may one day face in regard to some highly important drugs. The Netherlands Indies has been the source of 90 percent of the world's supply of cinchona bark, from which quinine is produced. Although it is estimated that a year's supply of the drug is now on hand in this country, government officials are making every effort to determine the availability of substitutes for a medicine particularly needed by an army stationed in the tropics. The German patents for atabrine, the only synthetic substitute known, are held in this country by the Winthrop Chemical Company. Complicating any moves to break this control is the company's connection with the I. G. Farbenindustrie, whose properties are about to be put under the administration of the Office of the Alien Property Custodian.

The government also has taken steps to offset the possibility of shortages in other important medicines by requiring individual licenses for their export. Among those affected are arsphenamine, necessary in the treatment of syphilis; the various forms of sulfa drugs, which have revolutionized the treatment of many infectious diseases; digitalis, used in the treatment of heart disease; and many others. A threatened shortage in Vitamin A—extracted from fish liver oils, 75 percent of which formerly came from Japan—is being met by a War Production Board order regulating the number of units which may be included in a multi-vitamin tablet.

Farm Service

ONE of the serious labor shortages threatening this country's war effort is the scarcity of farm workers occasioned by the draining off of farmers' sons and hired hands into munitions industries and the army. Consequently many eyes will be turned with interest next month in the direction of Vermont, setting of the first voluntary experiment to combat this threat. On May 15 a contingent of the Volunteer Land Corps, a voluntary non-profit organization formed to recruit persons for farm service during the summer, will start to work. They will go to individual farms where their work and living arrangements will be supervised by Land Corps field assistants and by county committees of leading farmers, county agents, and representatives of the U. S. Employment Service. Men and boys between the ages of sixteen and fifty will engage in heavy work such as haying and threshing; women and girls from sixteen to forty, in lighter work such as fruit and vegetable gardening and canning. All will be paid the same wages as trainees in the army—$21 a month and maintenance. They will be subject to the disciplines of hard manual labor but will have opportunities for social activities with local residents and for planned group discussions with agricultural experts and others. Their numbers will be augmented on June 1 by a second group of volunteers and June 15 by a third group.

Although the farm labor shortage exists in various sections of the country, the sponsors of the Volunteer Land Corps are confining their experiment to one state in order not to "bite off more than they can chew." Vermont was chosen because of its status as "almost purely agricultural" and its 40 percent farm labor shortage, and also because of the close association many of the sponsors have had with its people, an association which has facilitated the active cooperation of farmers and officials in the project. Chairman of the VLC is Dorothy Thompson. Other officers are Herbert Agar, Peter Grimm, George Havell, and Nancy Blaine. Arthur Root is the executive officer. Headquarters are at 8 West 40 Street, New York.

The Reader Is Always Right

WHO would have thought that a single page in this sober journal of social work could be so vulnerable? In the March *Mid* (page 77) was a dead-pan little piece "Caveat Canum!" [sic] by Harry Miller, in which the social worker's approach to the "sinister problem" of the client's vicious dog was discussed in the lofty terminology of case work. The author suggested that a "swift business-like blow across the canine cranium [would] produce a calming effect," but admitted that such direct action would frustrate the dog's "free expression of personality." The editors of this sober journal thought only, Heaven help them, that the little spoof on the social worker was amusing and just to be smart they reached into their distant pasts and produced, as a title, a Latin phrase which they fondly hoped meant "Let the Dog Beware."

Well!!!

First came a letter from a valued subscriber of years' standing protesting against a "magazine of *The Survey's* dignity and high standard stooping so low in an effort at cheap humor as to countenance cruelty and brutality to animals."

While this letter was passing briskly around from desk to desk came two more from faithful readers, both of them protesting not our humor but our Latin. Said one, "I am sure you did not mean 'Caveat Canum' but 'Caveat Canem,' for you and all of us know that the word is a third and not a second declension noun." Said the other: "If, as the verb indicates, the author is fearful of the dog's welfare then should not the title have read 'Caveat Canis'? But if he is truly concerned with protection of the social worker, then the title must read 'Cave Canem.' As it is, I fear you have succeeded only in admonishing her to watch out for the old man—'Caveat Canum'."

We don't know where all this leaves Mr. Miller but we know where it leaves us—in a dazed condition, in the doghouse with the dog.

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The Social Front

The Public's Health

TESTS of the long awaited national program for physical rehabilitation of army rejectees are soon to be made in Maryland and Virginia, according to a recent announcement from the National Headquarters of the Selective Service System. Under the plan, rejectees in the test areas whose disabilities are certified by the army as remediable will be eligible to undergo treatment at government expense by physicians and dentists of their own choosing. However, the rejectee's choice must be made from a panel of professional men designated by the Selective Service System as qualified to render treatment. Any physician or dentist can receive from his local Selective Service Board an application for participation in the program. Lists of the qualified will be submitted by the state selective service to national headquarters. A date for the inauguration of the program on a national scale will be set after the results of the Maryland and Virginia experiments have been evaluated.

These experiments are in line with the order signed in January by Brig. Gen. Lewis B. Hershey, director of Selective Service, amending the selective service regulations to provide for the rehabilitation of remedial defects of rejectees at government expense. Under the order the decision of "whether it is practicable to remedy such defects of the registrant within a reasonable time and at a reasonable cost" is left up to the local board "with one or more of its examining physicians or dentists present as advisers." Should the registrant refuse to undergo remedial treatment "his defects may be waved and in such event he will be subject to induction into the armed forces." The order requires that reports on the completion of rehabilitation be submitted by physicians participating in the program and provides for the reappearance of rehabilitated registrants before the examining board.

Hemisphere Plans— A new division of health and sanitation was organized last month in the Office of Inter-American Affairs with Dr. George C. Dunham, specialist in tropical medicine, designated as director. The division will undertake projects in Latin American countries vital to hemisphere defense, such as the regulation of water supply and waste disposal systems, the building of hospitals in defense areas, the training of health and sanitation specialists. The OIAA already has sent a tropical medicine specialist and a sanitary engineer to the territory around Quito and Guayaquil in Ecuador, an area holding potentialities for the development of rubber and other supplies essential to the war effort. . . . The New York Academy of Medicine recently organized an Inter-American Division with the purpose of fostering friendship and understanding between medical men of the Americas. In line with this policy the Academy has placed in its Bureau of Clinical Information a Spanish physician who speaks Spanish, Portuguese, and English, to be available to visitors from neighboring countries.

Against Cancer— The Women's Field Army of the American Society for the Control of Cancer this month begins its annual spring campaign for funds to continue the fight against this dread disease. The society lately has been concentrating its educational efforts on disseminating the message that "cancer can be cured" in the hope of driving home the importance of early diagnosis.

The White Plague—Indications that tuberculosis, which rides with the four horsemen, begins its journey in the period of war preparation can be found in the 1941 incidence rates for New York City, Baltimore, Chicago, Detroit, and Philadelphia, all of which showed increases over 1940, one as high as 23 percent. In New York City tuberculosis incidence was 2 percent higher in 1941 than in 1940 and 4 percent higher in the first seven weeks of 1942 than in the same period in 1941.

Group Health—The White Cross, Massachusetts' voluntary medical service plan which got off to a promising start a little over two years ago [see *Survey Midmonthly*, December 1940, page 367], has had so many of its participating physicians called to military service that it has found it necessary to discontinue operation as of April 30. As far as can be determined this is the only group health plan so seriously affected by the present shortage of physicians. . . . Late in February, hearings were begun on the appeal of the American Medical Association against the decision of the District of Columbia Federal Court which last spring found the association guilty of operating in "restraint of trade" against Washington's Group Health Association. This marks the fourth year since the federal government first instituted proceedings in the case. In the meantime Washington hospitals have lifted their AMA-instigated ban against the Group Health Association, which has steadily expanded its membership and services.

Civilian Casualties— An emergency hospital program recently worked out by joint agreement of the Federal Security Agency and the Office of Civilian Defense provides for the reimbursement by the federal government of hospitals caring for civilians injured by enemy action. All voluntary and governmental hospitals are eligible to serve as Casualty Receiving Hospitals in the event of an emergency. Certain hospitals and "other appropriate institutions" in "safe areas" are to be designated as Emergency Base Hospitals for the reception of casualties or other patients evacuated from Casualty Receiving Hospitals. In addition to federal reimbursement for the cost of care, the Emergency Base Hospitals will be eligible to receive the loan of federally owned medical equipment and the service of physicians to be commissioned in the reserve corps of the U. S. Public Health Service. The program will be administered by the OCD in cooperation with the U. S. Public Health Service and state and local authorities. It will be financed through funds made available to the federal security administrator from the President's emergency fund.

May Day— For the fifteenth consecutive year the President of the United States has designated May 1 as Child Health Day. In this year's proclamation President Roosevelt has urged that the communities throughout the country exert every effort to have all children immunized before that date against diphtheria and smallpox, "the two diseases for which we have the surest means of prevention."

Colds—Twenty-eight out of every hundred American children under the age of ten suffered from colds during the week ending February 24, according to estimates of the American Institute of Public Opinion which, during that week, made its fourth survey of the cold incidence in the nation. Altogether 23,000,000 adults and children throughout the country were estimated to have colds during the period. This was 5,000,000 more than in the period of the previous survey, the week ending December 24, 1941, and 10,000,000 more than at the time of the first survey, the week ending

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October 11. The region composed of the New England and Middle Atlantic states has consistently had the lowest rate of incidence, while the place of the other regions has varied with the period of the survey. Breakdowns according to age groups show cold incidence among children under ten to be nearly twice as high as among adults.

About V. D.—The admission rate of venereal disease cases in the army rose to 42.5 per 1,000 during the year ending June 30, 1941—the first year of "mobilization" and the draft—from the previous year's rate of 29.6 per 1,000, according to the annual report of Maj. Gen. James C. Magee, surgeon general of the army. The report offers as part explanation of the increased rate the theory that many cases in the incubation stage escaped detection at the soldiers' induction in spite of the thorough pre-induction physical examinations. Other explanations offered are the discontinuance of the policy of court martial of soldiers developing venereal disease after neglecting to take prophylaxis, and local conditions in communities unprepared for the sudden concentration of soldiers on their outskirts. . . . In contrast to the army, the navy has been able to report a 7 percent decline in its venereal disease rate for 1941 from the rate for 1940. The present navy syphilis rate of 5.93 per 1,000 represents a 36 percent drop in the last three years, and has reached the lowest point in the past forty years. However, the navy rate for gonorrhea, a far more prevalent disease than syphilis, has failed to show a corresponding drop. . . . Results of the examination of the first 1,000,000 men under the Selective Service Act showed Rochester, N. Y., as having the lowest rate of syphilis incidence among selectees of any city in the country with a population of 250,000 or over. Rochester, which in 1913 established a municipal syphilis control program, was one of the first cities to set up a municipal syphilis treatment clinic.

War and Welfare

TIGHTENED policies of the War Department make death or disability of a member of a soldier's family the only grounds for dependency release from service. Recent regulations surrounding the circumstances of such releases, forwarded by the department to the Office of Defense Health and Welfare Services, stipulate that death or disability is not sufficient ground for release unless it results in dependency, on the soldier, of any of the following: wife, children, father, mother, brothers, sister, or a relative who has stood *in loco parentis* to the soldier prior to his enlistment. Pregnancy of the soldier's wife is not considered a disability for which release may be authorized. On the other hand, releases of eligible men are not to be disapproved because of doubt of the man's ability to support his family. Complete discharges are no longer being granted, the released soldier being transferred to a reserve component of the army. . . . A comprehensive summary of rules, regulations, procedures, and agreements which affect public welfare departments in their relation to the families of men in the armed forces is contained in "Information on Military Service," a mimeographed bulletin issued by the New York State Department of Social Welfare, Albany, N. Y., for distribution to local commissioners of public welfare and chairmen of boards of child welfare. The contents includes chapters on the use of records in the selective service system, allotments of pay, responsibility of the American Red Cross to men in service, the Selective Service Act, amendments to selective service regulations, composition of land and naval services, release from active duty, national service life insurance, and other pertinent subjects. Useful appendices include excerpts from Selective Service Regulations, American Red Cross announcements, the *Public Welfare News*.

The USO—May 11 is the date set for the second nationwide money raising campaign of the United Service Organizations. The new campaign is made necessary by the fact that the $14,365,161 subscribed last year will be exhausted by the end of May. At the middle of last month the USO had 407 clubhouses and 163 smaller units in operation throughout the country and in America's overseas bases. In addition to the units and clubhouses, it also operates six "emergency" services: service to troops on maneuvers; service to troops in transit; service to troops on detached duty; Camp Shows, Inc.; the Victory Book Campaign; the USO Citizen's Committees. The latter is a new enterprise made up of volunteer groups for service to troops in communities where there are no USO centers. Although the USO was formed for the purpose of providing recreational services and facilities for defense workers as well as for men in the armed forces, soldiers and sailors are the beneficiaries of the lion's share—nearly 95 percent—of the money spent. A breakdown of expenditures shows the USO dollar being spent in the following proportions: military clubhouses and units operating in the U. S. A., 53.4 percent; overseas clubhouses and units, 3.9 percent; urban leave-area services, 6.2 percent; six "emergency" services, 17 percent; war industry worker units, 5.6 percent; program direction through six member agencies, 4.5 percent; cooperation with federal public health and welfare programs, .4 percent; national campaign aid to 5,200 communities, 4.2 percent; USO national administration, 2.4 percent; special services contingency, 2.4 percent. . . . A National Women's Committee for the USO was organized last month under the chairmanship of Mrs. Maurice T. Moore, formerly chairman of the New York women's division of the United China Relief. The new committee will mobilize American women not only for money-raising in the coming USO campaign but also for contributing personal services, particularly to families of men in the armed forces.

Tires and Cars—New provisions in tire rationing regulations issued by the Office of Price Administration place employes of local welfare agencies using their cars on essential official business in the List B priority class, making them eligible for the purchase of recapped and retreaded tires. Public welfare employes are also eligible under OPA regulations to purchase new automobiles. Tires and cars, however, can be had only if used "principally for official functions and only when such functions cannot, because of the lack of other transportation facilities, be performed without the use of such cars." Welfare workers, stationed in an office all day, who use their cars only to drive to and from work, will not be eligible for certificates of purchase.

The Red Cross—Last month the American Red Cross announced that its annual membership roll call will not be held in the fall of 1942 but will be postponed to take place simultaneously with the next war fund campaign early in 1943. The change of plans has been made "in an effort to relieve in some measure the increasing burden on men and women in all communities who are engaged in money raising efforts during wartime." . . . "Suggestions on Feeding in a Disaster," an ARC pamphlet, is designed primarily to aid Red Cross chapters in setting up a canteen during a disaster, but may also serve a need of other community groups concerned with civilian defense. Besides instructions on organizational and housekeeping procedures the booklet contains emergency menus, large quantity recipes and tables useful in the requisitioning and purchasing of food supplies. From the ARC headquarters, Washington, D. C.

Case Work and the FBI—A new committee on confidential information has been formed by the Family Welfare Association of America to prepare a report on the case workers' responsibility in acquainting the Federal Bureau of In-

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vestigation with information on subversive activities brought to their attention through clients. Pending the completion of the report, the association has offered several suggestions to its member agencies, among them:

The information sought by FBI agents is usually factual and if not given freely by social agencies can be obtained through subpoena of the record.

Public interest in a war period must, at times, supersede the case workers' responsibility in safeguarding the confidence of clients.

An agency is under no obligation to permit the record itself to be read and will find it advisable to assign responsibility for dealing with the FBI either to the executive or to one staff member.

Only definite evidence, such as an overt act of sabotage or other act of treasonable intent should be communicated to the FBI.

Education

A NEW bill providing federal aid to lessen educational inequalities among the states has been introduced in Congress (S. 1313 Substitute). The measure calls for an annual appropriation of $300,000,000, to be spent for general aid for public elementary and secondary schools and junior colleges. The money would be allocated to the states on the basis of the total number of children five to seventeen years of age and the amount of personal net income in each state. It would be expended through public agencies, under public control. The bill leaves it to each state to develop its own plan for equalizing educational opportunity within its borders. In states maintaining a dual school system, the bill provides that minority groups must receive their full share of the funds in proportion to their numbers, without any reduction in the proportion of the state and local school funds they have been receiving.

Record and Report—In a new pamphlet, "National Defense and the Public Library," by Nell A. Unger, Katherine Shorey, and others, the American Library Association suggests various wartime activities for the libraries, and gives a detailed report of what is being done in two communities, Portland, Ore., and York, Pa. Price 35 cents from the association, 520 North Michigan Ave., Chicago. . . . The "fitness" program of one public school system is described in detail in "A Study of Health and Physical Education in Columbus Public Schools," by T. C. Holy and G. L. Walker. Research Monograph No. 25, Bureau of Educational Research, Ohio State University, Columbus, Ohio. Price $1.50. . . . Appraisals of the textbooks of Harold Rugg, which have been "banned" from the public schools in several communities following pressure group attacks, are brought together in a pamphlet published by the American Committee for Democracy and Intellectual Freedom, 519 West 121 Street, New York. No charge. The five distinguished scholars whose analyses make up the pamphlet are George H. Sabine, Cornell; Arthur N. Holcombe, Harvard; Arthur W. MacMahon, Columbia; Carl Wittke, Oberlin; Robert S. Lynd, Columbia.

Guinea Pigs—A test of the college success of 1,475 students from thirty progressive schools seems to vindicate many of the claims of the experimental educators. As summarized in "The Story of the Eight-Year Study," by Wilford M. Aikin (Harper), the boys and girls educated in progressive schools show more leadership, think more clearly, take a keener interest in good books, music and art, and get slightly better grades in college than pupils from traditional schools. The 1,475 students included in the study were matched with an equal number of graduates of traditional schools, each "guinea pig" and his "control" coming from the same kind of community, the same type of family background, having the same intelligence rating, the same general interests and ambitions. The progressive school graduates stood four points higher than the "controls" in average grades. They were superior in every field except foreign languages. They won more academic honors, took part in more extra-curricular activities, were more careful in choosing a career. The only campus activities in which they were less active than graduates of traditional schools were varsity athletics, debating, campus religious organizations, and social service (charitable) work. The study concludes: "The assumption that preparation for the liberal arts college depends upon the study of certain prescribed subjects in the secondary school is no longer tenable. The results of this study disprove it. Success in college depends on something else. . . . A plan of admission should be adopted which provides the college with needed information concerning candidates, but which does not prescribe the content or organization of the secondary school curriculum."

Marks and Earnings—There is little relationship between high scholastic standing in college and success in later life, as measured in income and advancement. This is the conclusion from a ten-year analysis summarized in the thirty-sixth annual report of the Carnegie Foundation for the Advancement of Teaching. The findings are based on the experience of 1,227 high-mark men who graduated ten years ago from various Pennsylvania colleges. Of these men, 77 percent were either [illegible] postgraduate schools or continuously employed during the ten-year period. One half of the total spent six years or more in their present positions, while one quarter had for ten years continuously kept the position into which they went upon graduation. Of these high-mark men, 40 percent chose their life occupations because of their interest rather than because of money returns. Ten years after graduation, about one quarter of the 1,227 were earning less than $2,000 a year; about three quarters were earning less than $3,500; and only one quarter were earning more than $3,500. In summarizing the study, Dr. William S. Larned comments: "It is fairly clear that the average 'grade' in college, or at least an examination index of master knowledge, is usually a factor of some importance in predicting a student's success, but it is obvious, too, that with this measure alone one often fails to penetrate to the real explanation of a student's strength or weakness. To be significant, the measure of a student's knowledge must be considered in the setting of his moral and emotional qualities, and in the light of his dominant attitudes; it must be supplemented with an estimate of his skill in arriving at fruitful insights and of his willingness to respect and pursue them. Few such observations now go into the official record."

Against Crime

WARNING that the states and municipalities throughout the country must take action to protect themselves against crimes made profitable by war rationing measures, New York's Society for the Prevention of Crime last month announced its transformation into a national organization to meet the threat of increased crime under war conditions. First step in the transformation was the appointment of a national advisory council composed of leaders from all parts of the country in the social welfare and crime prevention fields. Main function of the society will be to disseminate information on current crime problems and methods for checking them. This will be done through the new *Crime News and Feature Service,* a monthly bulletin issued at the society's New York headquarters and distributed free of charge to 1,000 newspapers throughout the country as well as to magazine writers, columnists, radio commentators, and others. First issue of the bulletin, which appeared last month, contained the news of the society's change in scope, a story pointing to the spectacular rise in automobile thefts since the declaration of war, a feature article by Sheldon Glueck on the expected increase in juvenile delinquency, a plea by Eleanor Roosevelt

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PLEASE, PROMPTLY

It is welcome news that the biography of the late Martha P. Falconer is being written by her friend and kindred professional spirit, Mirian Van Waters, now superintendent of the Massachusetts Reformatory for Women. Miss Van Waters is anxious to tap every source of information, formal and informal, professional and personal, about Mrs. Falconer, and is sure that "many social workers and others throughout the country have priceless bits tucked away in their memories and in their files." Will they, she asks, search their memories and their files and send the result to her, Box 99, Framingham, Mass. As she plans to complete the biography by the end of May she asks particularly for a prompt response.

for the continued support of community services, and other items testifying to the need for special vigilance against crime and delinquency in wartime. In addition to Paul Blanshard, the society's director, Edwin J. Lukas, its research associate, and Hal Hazelrigg, its editorial associate, *Crime News and Feature Service* has on its editorial board Austin H. MacCormick, executive director of the Osborne Association; Sanford Bates, New York State commissioner of parole; Thorsten Sellin, professor of sociology at the University of Pennsylvania; James V. Bennett, director of the Federal Bureau of Prisons; Sheldon Glueck, professor of criminal law and criminology at Harvard Law School; Leonard V. Harrison, director of the committee on youth and justice of the Community Service Society of New York; Justine Wise Polier, justice of the Children's Court of New York City; Clifford R. Shaw, director of the Chicago Area Project; Frederic M. Thrasher, professor of sociology, New York University.

War and Crime — Negligent manslaughters, robberies, burglaries, auto thefts were among the crimes to show an immediate increase following the entry of the United States into the war, according to statistics contained in the Uniform Crime Reports of the Federal Bureau of Investigation. The reports for 1941 show that more of these crimes were committed in December than in any other month of the year. The bureau expects the reports to show a marked increase in auto thefts and other larcenies during 1942.

Readable—"If you were going to Africa to hunt lions, you probably would want to know something about Africa and also something about lions before starting out. This is not Africa and we have no lions, but this *is* a new place to you and there *are* some facts about NTS that you might like to know right from the beginning." Thus begins the unique "Guidebook for Boys," recently completed by the National Training School for Boys, Washington, D. C., for distribution among new admissions. Prepared by Stephen Habbe, psychologist of the U. S. Public Health Service detailed to the school, the manual is written in language readable for the new boy who, according to Dr. Habbe, "has only a seventh grade education and doesn't like big words." Not only are the words short, but the material is presented in a personalized style designed to make each boy see its application to himself. An example: "You will find rules (sometimes called laws) wherever you go. They are needed to make sure that everyone gets fair play. There are rules here. . . . If you can think up some better rules than those we have now, tell the two boys in your cottage that are members of the [Student] Council and they will bring up your ideas at the next council meeting or they will explain to you why your rules wouldn't work." The booklet, now being distributed to new boys in mimeographed form, will eventually appear in a printed edition with pictures.

In New York—"The administration of criminal justice is on a higher plane today than it has been for many years," says the Citizens Committee on the Control of Crime in New York, Inc., in its 1940-1941 report, released last month. The report singles out for special commendation the work of the district attorneys for New York and Kings Counties in breaking up organized crime and racketeering activities within their jurisdictions. It also points to the 5.3 percent decrease in felonies and misdemeanors during the year ending June 1941 in comparison to the previous year, a decrease shared by all five boroughs.

However, the committee's picture is not entirely rosy. The report points to a decrease beyond proportional expectancy in the number of criminals apprehended by the police and lays at least part of the blame to the increase in "out of command" assignments of police, such as "labor duty" in connection with industrial disputes and the patrolling of meetings and demonstrations. The report also points out that though New York's rate for eight "standard" crimes compares favorably with the combined rate of thirty-six cities with populations over 250,000, it has the highest rate for manslaughter by negligence of any city in the country and its rates for rape, murder, and crimes against property are slowly rising.

In the four years of its existence the committee has built up master files containing the detailed stories of over 28,000 completed criminal cases and information in regard to more than 50,000 defendants. These files are widely used for purposes of scientific analyses by governmental and private agencies concerned with crime conditions. A unique aspect of the committee's work which recently has had to be suspended because of insufficient funds, was its day-by-day scrutiny of the work of police, prosecutors, and court. In 1938 this activity served as the basis of reports revealing grave irregularities in criminal justice in Kings County which led to the appointment of a special prosecutor to investigate official corruption in the county.

Bibliography—In connection with its annual in-service training courses now underway, the New York City Department of Correction has prepared a mimeographed professional bibliography of "books, periodicals, charts, pamphlets, reprints, clippings on criminals, crime, jails, prisons, parole, probation, delinquency, psychology, psychiatry, social work, libraries, recreation, education, classification, medical services." All the material listed in the bibliography was on exhibit last month at the headquarters of the department's bureau of training.

Beginning—California's new Youth Correction authority (see page 125) recently announced plans for two projects which will lay the foundation for its future work. The first calls for the establishment of a properly staffed psychiatric clinic at the Preston School of Industry where psychopathic cases will be segregated. The other involves a study of court records in every county of the state in an attempt to obtain a complete picture of the extent of crime among offenders between the ages of eighteen and twenty-three. The authority will not begin work with individual cases before August 1.

Jobs and Workers

THE need for legislation safeguarding the old age insurance rights of workers entering the armed forces or taking civil defense jobs in the federal service is pointed out in the annual report of the Social Security Board. The board suggests that the insurance rights of those who join the army or navy could be protected in one of several ways. One would be to "freeze" their insurance status on the date of enlistment or induction, with no benefits payable during the period of service, but with the resumption of such status when they leave the armed forces. Another method would be to extend coverage to include the service period. The board suggests the latter scheme as preferable,

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provided that "coordination could be effected with programs set up for persons in the regular armed forces and with the special programs for veterans' benefits." The board urges that old age insurance coverage be extended to federal employes "because large numbers of persons are entering navy yards, arsenals, or other government service. Many of these persons have left covered jobs in commerce and industry and will eventually return to such jobs. Unless their services with the government are covered, they will impair or lose their insured status under the old age and survivors insurance program."

Mobile Camps— Beginning early this month, camps modeled on army cantonments will be erected in areas where past experience indicates a great demand for seasonal farm labor, according to an announcement by the Federal Security Agency. The plan is the result of a cooperative agreement between the Farm Security Administration and the U. S. Employment Service. In addition to migratory camps on the Pacific Coast, there will be eighteen mobile units on the eastern seaboard, to give shelter and placement service to seasonal farm workers. The camps will include small tents for living quarters, usually 150 to a camp, large tents for religious services and recreation, tents for electric power for lighting, for laundry equipment and showers, and tents to serve as offices for the camp manager, the camp nurse, and the farm placement representatives.

Child Labor— With many states considering relaxation of compulsory education and child labor provisions to permit the recruitment of young workers in agriculture as a wartime measure, a recent conference was called by the Children's Bureau to formulate policies covering this emergency employment of children. The report drafted by this conference was approved by the U. S. Employment Service, the U. S. Department of Agriculture, and the Office of Education. The conference agreed that "school work and home duties should be the full time job of every child under fourteen years of age; and that such children should not be employed in agriculture outside the home farm except when it has been established that unforeseen and extraordinary public emergencies exist." For children above the age of fourteen, "education . . . should not be interrupted unless no alternative source of labor can be made available." Among recommendations designed to protect youth and at the same time safeguard the employment opportunities of adults, the conference urged that "young workers be placed in agricultural work only where their health and welfare are safeguarded through reasonable hours of work; equitable wages at not less than prevailing wage rates; safe and suitable transportation where needed; and, for those living away from home to be near their work, provision of fully adequate housing accommodations, supervision, and leisure time activities."

Racketeering Charges— The conviction of a New York local of the International Brotherhood of Teamsters, AFL, on charges of violating the federal Anti-Racketeering Act was upset by a Supreme Court decision last month. The teamsters were accused of compelling out-of-state drivers to turn over their trucks to the teamsters on entering New York City limits, under threats of violence and coercion. The majority opinion, conceding the "use of violence" shown by the record, held that the union members were immune from prosecution under the act, which specifically excludes from its coverage "the payment of wages by a bona fide employer to a bona fide employe." This provision, Mr. Justice Byrnes reasoned, entitles the defendants to immunity "if their objective is to become bona fide employes and to obtain wages in that capacity." In a sharply worded dissenting opinion, Chief Justice Stone argued that, "When the Anti-Racketeering Act was under consideration by Congress, no member of Congress and no labor leader had the temerity to suggest that such payments made only to secure immunity from violence and intentionally compelled by assault and battery could be regarded as the payment of 'wages by a bona fide employer'." Union officials hailed the majority decision as a great victory for organized labor. *The New York Times* commented editorially: "As the so-called Anti-Racketeering Act as interpreted by the Supreme Court now stands, it grants a clear immunity to, and therefore clear encouragement of, labor racketeering. . . . Is that what Congress wants?"

Savings Bank Life Insurance

THE movement for low cost life insurance, purchased through mutual savings banks, is gaining momentum after three decades of quiet experiment in one state, Massachusetts. The plan was launched by the late Louis D. Brandeis, then a Boston attorney, in 1906. Today, over-the-counter insurance can be obtained in three states, Massachusetts, New York, and Connecticut, with saving to the small policyholder, particularly industrial wage earners, of the costs of solicitation and weekly premium collection. In five additional states—Pennsylvania, New Jersey, Maryland, Rhode Island, and Maine, bills will be introduced in the next legislative sessions, backed by a popular demand for their enactment.

Bowery— On February 10, the Bowery Savings Bank in New York City, the largest mutual savings bank in the country, announced that all three of its offices would write SBLI. The Bowery thus became the forty-first bank in New York State to set up a life insurance department. During the first two weeks of operation, applications for $121,850 of insurance were received at the three Bowery offices. Since February 10, three more banks have opened insurance departments, bringing the total for the state to forty-four.

Steady Growth— Figures recently given out by the Savings Bank Life Insurance Council of Massachusetts, 80 Federal Street, Boston, show the steady increase in the number of policies written and the amount of SBLI in force in that state. In 1930, there were 90,239 policies, and the insurance in force totaled $77,324,800. For 1941, the figures were 216,080 and $209,080,341. A recent survey of Massachusetts applicants shows that about 40 percent of the persons buying SBLI had no other insurance at all at that time, and of those insured in other companies, half had less than $1,000, 93 percent less than $5,000.

Bankers' Committee— The National Association of Mutual Savings Banks has appointed a committee to serve as a clearing house for information on SBLI. The chairman is Robert E. Nutting, president of the Cambridgeport (Mass.) Savings Bank. The committee plans to draft a model SBLI bill, incorporating the best provisions of the Massachusetts, New York, and Connecticut laws, which could be adapted to the requirements of individual states. The committee recommends that savings banks in all states throughout the country make a study of SBLI as a mutual savings bank service.

N. Y. Amendments— A bill to extend the service of Savings Bank Life Insurance in New York State has been introduced in the legislature. The three principal amendments proposed are: a provision for simplifying procedure by permitting one bank to issue a policy for the maximum amount allowed under the SBLI law, $3,000, instead of requiring three policies of $1,000 each from three issuing banks. The bank writing the policy for $3,000 would be required to reinsure with other banks amounts in excess of $1,000. A second provision would permit the mutual savings banks to offer the usual double indemnity

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clause, calling for the payment of twice the face value of the policy in the event of death by accident. Finally, the bill would allow an extension of coverage on special term policies designed to protect families against the loss of their homes in case of the premature death of the mortgagors, provided such policies are used as additional security on mortgage debts.

Rent Control

NO time is being lost in putting into operation the rent control provisions of the federal price control statute. Early in March twenty defense areas in thirteen states were designated for rent control by the Office of Price Administration and the promise made that approximately one hundred more would be announced in the near future. Inasmuch as this legislation offers relief from unjust rent rises only to tenants living in "defense" areas, there is a growing feeling that in the interests of fair play and national morale its benefits must be much more widely extended. Rising rents all over the country can be traced to conditions connected with the present emergency, such as the general curtailment of building outside of defense areas and a general acceleration of industry.

How the rent control provisions of the Emergency Price Control Act of 1942 actually will operate is summarized in a series of thirteen questions and answers, direct from OPA:

Q. *Does the Emergency Price Control Act of 1942 mean that all rents for dwellings in the United States are going to be brought under federal control?*

A. There is nothing in the law that automatically pegs or reduces rents. There are two important points to remember. First, the Price Control Act permits the administrator to reduce or stabilize rents only in those areas which he determines to be "defense-rental areas," and second, the law requires the administrator to take specific steps before imposing federal regulations.

Q. *What is a "defense-rental area"?*

A. According to the law, the administrator can declare any part of the United States or its territories to be a "defense-rental area" whenever, in his judgment, "defense activities have resulted or threatened to result in an increase in rents for housing accommodations inconsistent with the purpose of this (Emergency Price Control) Act."

O. *What kind of increases are "inconsistent with the purposes" of the Act.*

A. Generally speaking, increases which have led or may lead to inflation, profiteering, speculation or dissipation of defense appropriations, or which may work hardship on persons of fixed or limited incomes or promote a post-emergency collapse of values. Such conditions are a danger to the national economy and the Act seeks to prevent them.

Q. *What is a "housing accommodation" in the meaning of the law?*

A. Virtually every form of property that is rented for dwelling purposes, including houses, apartments, hotel rooms, boarding and rooming houses, tourist camps, and even trailers.

Q. *Who decides when rent increases are "inconsistent with the purposes" of the Act?*

A. The administrator.

Q. *When the administrator decides that rents in, let us say, City X and its suburbs have gone too high, or are threatening to go too high, because of defense or war activity, what does he do to set the law in motion?*

A. He designates the area as a "defense-rental area" and, at the same time or later, issues a "rent declaration" spelling out the reasons why rent control is needed in the area and making recommendations for setting maximum rents.

Q. *And what happens then?*

A. State and local authorities have sixty days from the "declaration" date to act on the administrator's recommendations. If within that sixty-day period rents have not been reduced and stabilized in accordance with the recommendations, the administrator may step in and impose a "ceiling" in the form of maximum rents for all housing accommodations in that particular area.

Q. *What are "maximum rents"?*

A. They are the maximum lawful rents established by the administrator for housing accommodations within any "defense-rental area." In the twenty rent declarations which the administrator issued on March 2, he recommended that the maximum rents should be the rents on a certain prior date. In most of those twenty rent declarations the date chosen was April 1, 1941, and in the others it was either January 1 or July 1, 1941.

Q. *Do increases in property taxes and other costs enter into the administrator's establishment of maximum rents?*

A. Yes. The law provides that the administrator shall "make adjustments for such relevant factors as he may determine and deem to be of general applicability in respect of such accommodations, including increases or decreases in property taxes and other costs."

Q. *How will I as a tenant know when my rent has been pegged and at what figure?*

A. Tenants and landlords in defense-rental areas will be told by official announcements, through the press and by other means, what the maximum rent date is for the area. Unless the administrator makes adjustments for certain cases, no landlord may receive and no tenant need pay any more than the rent thus established. Once rent regulations have been issued, they are expected to be largely automatic in operation.

Q. *What about teeth in the law?*

A. There are plenty of teeth: (1) The administrator has the right to inspect any housing accommodations, to require anyone who rents or offers for rent, or who acts as broker or agent for the rental of housing accommodations, to furnish information under oath, to make reports, to make and keep records which shall be open to the inspection of the administrator. (2) Violations of administrative orders issued under the Act may be punished by maximum fines of $5,000, or one year's imprisonment, or both. (3) No landlord can evict a tenant, or refuse to renew his lease, because that tenant is exercising his rights under the Act.

Q. *In designating "defense - rental areas" and establishing maximum rents, will the administrator consider recommendations from state and local officials?*

A. Yes, as far as practicable, recommendations made by state and local officials concerned with housing and rental conditions will be considered. The cooperation of local officials will simplify the administrator's job.

Q. *Does the law provide for protests against administrative regulations and orders?*

A. Yes. The Act sets up machinery by which any person subject to the provisions of any maximum rent regulation issued by the administrator may protest such regulation, and requires the administrator to grant or deny the protest. The Act also creates an Emergency Court of Appeals which will hear complaints of persons whose protests have been denied.

Social Legislation

THE 1942 session of the Virginia general assembly, which has just adjourned, passed more constructive public welfare and social legislation than has come out of any of its sessions for many years.

Of greatest importance was a series of five companion measures drafted by a special committee on jails, prison farms, probation and parole, of the Virginia advisory legislative council. All five bills were passed and signed by the governor. One creates a State Department of

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Corrections with a policy-making board and a commissioner to have general charge and supervision of all penal institutions including jails and jail farms. A second act creates a State Division of Probation and Parole, also with a policy-making board whose full time chairman will be director of parole and whose staff of probation officers will be appointed by the judges of the circuit courts from an eligible list submitted by the board. The long established system of compensating sheriffs and jailors on a fee-for-prisoner basis was abolished, and sheriffs and their deputies were put on salaries to be fixed by the state compensation board. Adequate funds for administration were provided through a general appropriation bill and the transfer of certain other appropriations. The office of constable was abolished.

Another committee of the advisory council, concerned with a study of child welfare conditions, drafted a series of seven bills, all of which were passed. These bills provide for modernized regulation of private child caring agencies and for the licensing of agencies, institutions, and foster homes. They authorize the State Board of Public Welfare to make administrative rules and to prescribe standards of performance, records, and reports. They allow the city and county departments of public welfare to accept and care for dependent children, so that it no longer will be necessary to bring a child before the Juvenile Court when the only problem involved is the provision of food, clothing, shelter, and proper supervision. They increase the minimum age for marriage with parental consent from fifteen to sixteen for girls and from seventeen to eighteen for boys. They clarify adoption procedures.

Under the new adoption act all studies and investigations, as well as supervision of children during the year's probationary period, is to be the responsibility of the State Department of Public Welfare. Provision is also made for the confidential nature of reports. The matter of inheritance, both as to the adopted child and who inherits from an adopted child, is clearly set forth. The act limits to two years the period in which adoption proceedings may be attacked for irregularity.

The work of another special committee of the advisory council resulted in the passage of Virginia's first personnel administration act. In contrast with civil service laws, this act provides for a director of personnel appointed by the governor and for appointment, promotion and tenure of office in administrative departments upon merit ascertained through comparison of qualifications, a classification plan, and a system of service ratings.

In the same session the legislature transferred the responsibility for the management of the state industrial schools for children from separate boards to the State Board of Public Welfare. It also transferred the present hospital board to a Department of Mental Hygiene and Hospitals with a board and a commissioner of mental hygiene. The new department is authorized to establish clinics and out-patient services in any part of the state and to include a mental hygiene educational program.

Another act reduces the maximum monthly interest rate on small loans from 3.5 to 2 percent per month. A companion measure giving the State Corporation Commission increased powers of supervision to study the subject was authorized. A comprehensive civilian defense act contains many important welfare features and gives broad powers to the governor to establish such services as the emergency may require. Other legislation provides for optional representation of the board of supervisors of the counties upon the county welfare board, makes the present merit system applicable to personnel in the local welfare departments, provides a bonus for state employes receiving less than $2,000 per year.

The National Conference

IN ANOTHER month social workers from east, west, north, and particularly from the south will be converging on New Orleans to observe or participate in what is for them the "greatest show on earth," the annual National Conference of Social Work—this year, the sixty-ninth. Neither wind, storm, nor tire rationing will stand in the way of social workers planning to take this opportunity to pool their problems and exchange ideas, if the advance reservations already pouring into New Orleans hotels are any indication. The limited supply of single rooms is almost exhausted and prospective conference-goers are being advised to engage double rooms to share with roommates.

Travel may not present too many difficulties, in spite of the war, for the main railroad lines have assured Howard R. Knight, conference secretary, that "so far as anything known now is concerned all the regular travel facilities will be available." However, persons planning to go by Pullman will be wise to make reservations early, for the railroads have made no commitments to the conference for providing additional Pullman space over and above the regular amount.

One of the early signs of spring for the social worker is the conference's preliminary program, which this year holds forth the promise of a week so chockful of meetings pertinent to the burning questions of the hour that the problem of selection will be difficult indeed. Warns the bulletin: "If you go to too many meetings, the same thing will happen to your mind as happens to your digestive system if you eat too much."

The general sessions—entrées on this intellectual bill of fare—present such tempting offerings as: Shelby M. Harrison, president of the conference and general director of the Russell Sage Foundation, who will open the conference Sunday night with a speech entitled "A Look Ahead in Social Work"; Malcolm MacDonald, High Commissioner in Canada for the United Kingdom and former British Minister of Health, who will divide with an as yet unannounced American speaker Monday night's topic—"Social Work Faces Its War Job"; Vera Micheles Dean, director of research, Foreign Policy Association, who on Tuesday night will speak on "After Victory — What?"; Mark Ethridge, vice president and general manager, *Louisville Courier Journal,* and Charles S. Johnson, director of the department of social science, Fisk University, who will share Wednesday night's topic—"The South—Its Social and Economic Progress and Problems"; Leon Henderson, director, Office of Price Administration, who on Friday night will discuss "The American Standard of Living in Wartime"; Gertrude Springer—alias Miss Bailey—associate editor of the *Survey Midmonthly* and the *Survey Graphic,* who at the closing luncheon Saturday will speak on "The Responsibility of the Social Worker in a Democracy."

The preliminary program shows the plans of the section and committee meetings to be fairly well completed along the lines announced at the chairmen's meeting in January. [See *Survey Midmonthly,* February 1942, page 57.] While there are more spaces than usual for "speaker to be announced," this is to be expected in a year when circumstances make it impossible for some persons to make definite commitments very far in advance. However, the subjects of all papers are definitely announced and they promise some real coming-to-grips with the pressing problems facing the field of social work at this time.

A large part of this year's program has been based on suggestions emanating from the field. A total of 566 suggestions were sent to the program committee from social workers in 104 communities in 34 states and the District of Columbia. Of these 275 (many duplications) were used in whole or in part in planning the general sessions, sections, and special committees. Those that were not used in the main body of the conference program were sent on to the associate and special groups for consideration.

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The locality showing most interest in this year's program was Philadelphia, whose social workers sent in sixty-one suggestions, almost twice as many as came from the next "most interested" locality, New York. From Chicago, which ranks with Philadelphia and New York as a center of social work learning and practice, came only seven.

Professional

IN response to new conditions, both educational and budgetary, arising out of the war, the Pennsylvania School of Social Work, affiliated with the University of Pennsylvania, announces a revision of its program and a reorganization of its faculty. The new program involves a concentration upon practice in social work, the adaptation to current demands in personnel of the philosophy and method which have characterized the development of the school during the past two decades.

Emphasis will be placed upon social case work, supervision, and the training of teachers of social case work. The school will continue to offer also social administration and research in social work, recognizing, however, that the call for these subjects will come chiefly from persons planning to enter case work agencies, both public and private. In particular, attention will be paid to the development of training in child welfare work, in medical-social activities and in psychiatric social work where the war is now occasioning a great demand for training.

The new program will be carried out under the leadership of Kenneth L. M. Pray as director and Virginia P. Robinson as associate director. Leaving the school will be Karl de Schweinitz, professor of social administration and, from 1933-35 and 1938 to date, director of the school; Elizabeth Ross, whose teaching has been in the field of group relations, case work for group workers and community contacts; Michael Ross, lecturer in social administration; Richmond Page, librarian.

Mr. de Schweinitz, while planning to continue his teaching through the present semester, resigned as director on March 24, in order to become chairman of the financial campaign of the school which will be conducted from April 14 to 30.

Libraries—At the request of the army and navy department of the National Council of YMCA's, the Association Press has undertaken to build a professional staff library for each of the YMCA-USO units. First step was the formation of a list of recommended books from which each unit was given the opportunity to make selections. The completed list contains books on YMCA background and administration; religion; methods of work; counseling and psychology; program activities; recreation and sports; public speaking; citizenship.

Institutes—Next summer the New York School of Social Work will offer three series of institutes from July 6-17, July 20-31, and August 3-15. Each series will consist of three institutes each, conducted by faculty members or visiting lecturers. The earliest series will include: Current Trends in Case Work, conducted by Gordon Hamilton; Social Work in War and Peace, by E. C. Lindeman; Current

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Problems in Group Work Practice, by Saul Bernstein. The second series: Volunteer Participation in Social Work During Wartime, by Helen Rowe; Public Medical Care Programs, by Edith M. Baker; Basic Concepts in Case Work Supervision, by Fern Lowry. The last series: Group Work Supervision, by Clara Kaiser; Field Supervision in Child Welfare Services, Charlotte Leeper Hanson; Social Work Administration, by Clarence King. The two visiting lecturers are Miss Baker, who is director of the medical social work unit, division of health services, U. S. Children's Bureau, and Miss Rowe, also with the Children's Bureau as its consultant in group work in the child guidance division. For further details of the institutes inquire of the school, 122 East 22 Street, New York.

Pre-Professional— New York University's Washington Square College of Arts and Sciences has worked out a new pre-professional social work program which it plans to inaugurate in the fall of this year. The program has been based on the findings of an extensive study of the pre-professional social work curricula in the accredited liberal arts colleges throughout the country and of a study of the admission requirements of accredited graduate schools of social work. The total curriculum, covering a four-year period, adds up to 128 points, 64 of which must be in the general requirements for an A.B. degree, 26 in sociology, 12 in economics, government or psychology, 26 in electives.

Education—The proceedings of the first Conference of Western Schools of Social Work, which was held last December 29-30 at Berkeley, Calif., are now available in mimeographed form from the Department of Social Welfare, University of California, Berkeley. Included are summaries of discussions on school objectives; the teaching of case work; what the field expects from the schools; the teaching of public welfare; the teaching of community organization; problems of field work; school administrative problems. Discussants were representatives from the schools of social work of the universities of Southern California, Utah, Washington, and California.

Marriage and Family— Sponsored jointly by the University of Michigan Extension Service, the Merrill-Palmer School, and the Detroit Public Library, a five-day Marriage and Family Life Institute was held in Detroit in the latter part of February. The institute included meetings planned and timed for parents, newly married couples, and young people, and for special groups of educators and professional persons. Dr. Paul Popenoe, director of the American Institute of Family Relations, Los Angeles, was the principal speaker. Other participants included representatives from the fields of social work, medicine, religion, and personnel work, as well as staff members from the University of Michigan and the Merrill-Palmer School. Attendance reached nearly 6,500.

Public Welfare—The Alabama State Department of Public Welfare has added to its staff a training supervisor responsible for developing a training program for volunteers and for helping the state office and the county welfare departments gear their programs to the use of volunteers. . . . The staff of the state and county offices of the Pennsylvania Department of Public Assistance was reduced by exactly one fifth during 1941 while the case load declined 19 percent. The year's net staff reduction totaled 1,424 employes—a cut of 129 in state headquarters and regional offices and 1,295 in county offices.

Registration—The history of the long struggle in California to achieve state registration of social workers has been summarized by Katharine A. Stanton in a study submitted to the University of Chicago for a master's degree and published in mimeographed form by the university. The study describes in detail the plans worked out by the State Conference of Social Work's Department of Registration and Certification for its voluntary system of registration as well as the subsequent unsuccessful attempts to set up a plan for state certification. The difficulties which any system of certification encounters in an attempt to classify social workers and the necessities which demand compromise between high qualifications and the realities of the qualifications at hand, are clearly set forth. Price 10 cents from the California Conference of Social Work, 126 Post Street, San Francisco.

Rejuvenated— Latest social work publication to get its face lifted is *The Federator*, monthly bulletin of the Federation of Social Agencies of Pittsburgh and Allegheny County. In its March issue the bulletin appeared for the first time with slick paper, larger type, photographs. The change, say the editors, "was inspired by observations of interested readers who found our type too small to be read with comfort, and our appearance generally forbidding."

People and Things

THE spirit of the times which prompts men to place public service before private gain was recently epitomized by the action of two members of California's new three-man Youth Correction Authority, who turned down the $10,000 a year salary that goes with the job. The men, O. H. Close, superintendent of the Preston School of Industry, and Karl Holton, chief probation officer of Los Angeles County, decided that they were needed in their regular jobs, but offered to serve on the Authority without pay. A special act of the legislature had to be passed before the state could accept their offer.

Changes— Herbert Emerich, executive secretary of the War Production Board, last month was named administrator of the United States Housing Authority, a branch of the new National Housing Agency. [See *Survey Midmonthly*, March 1942, pages 79 and 81.] Mr. Emerich succeeds Leon Keyserling who becomes general counsel of the NHA. . . . Last month Lawrence C. Cole, for the past twenty-one years executive of the Cleveland Children's Bureau, went to Cincinnati to take up the triple duties of executive secretary of the Hamilton County Child Welfare Board and superintendent of the Hillcrest School for Girls and the Glenview School for Boys. . . . The new executive secretary of the American Association of Medical Social Workers is Marian E. Russell, former director of the Douglas Smith Fund in Chicago. . . . Three recent appointments to the consumer division of the Office of Price Administration are: John H. Paswaters, acting chief of the consumers' representation section, as chief of the section; Willis S. MacLeod, formerly of the Standard Oil Company, as chief of the standards section; Bruce L. Melvin, formerly associated with the rent section, as the division's regional representative for Texas, Louisiana, and Oklahoma. . . . George J. Klupar has succeeded Leo Lyons as commissioner of the Chicago Relief Administration. Mr. Klupar was formerly Mr. Lyons' administrative assistant. . . . By a unanimous vote of the Detroit public welfare commission John F. Ballanger, superintendent of public welfare in Detroit during the depression years, was returned to that post. Mr. Ballanger was recently manager of the Detroit office of the Social Security Board. . . . Rae E. Kaufer has left the position of executive secretary of the Lynn (Mass.) Tuberculosis League to go to Wilmington, N. C., where she is stationed as health education consultant with the U. S. Public Health Service.

Resigned— Dr. Willard C. Rappleye has resigned as commissioner of hospitals for New York City, a post he has held since October 1940, to return

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to his duties as dean of Columbia University's College of Physicians and Surgeons. His successor as commissioner is Dr. Edward M. Bernecker, general medical superintendent of the Department of Hospitals. . . . Robert B. Hensley has submitted his resignation as assistant director of the Kentucky Unemployment Compensation Commission. Mr. Hensley's resignation will take effect upon his admission to the Great Lakes Naval Training Station at Chicago.

Renamed— The Birth Control Federation of America has changed its name to the Planned Parenthood Federation of America, Inc., according to recent announcement from the board of directors. The organization will continue to emphasize the proper spacing of children as its main concern.

Meeting—The American Association of Social Security is holding its fifteenth annual meeting at the Hotel Roosevelt in New York, April 10-11. Feature of the meeting is a testimonial dinner in honor of Abraham Epstein, celebrating his fiftieth birthday and the twenty-fifth year of his work in social security.

Housing Exhibit— The Museum of Modern Art, 11 West 53 Street, New York, will collaborate with the National Committee for the Housing Emergency in presenting an exhibit of "War Housing" from April 22 to July 19. Principal speaker at the preview program, to be broadcast over NBC's Blue Network April 21, will be John D. Blandford, Jr., administrator of the new National Housing Agency. Plans are to present the exhibit in other cities throughout the country after the New York showing.

GEORGE W. KIRCHWEY, in early March, at his home in New York, at the age of eighty-six. A lawyer by profession, it was while he was dean of the Columbia School of Law that Dr. Kirchwey became interested in the politics-ridden condition of the New York state penal system. This interest carried him into a close association with Thomas Mott Osborne, and led to his subsequent distinguished career in the field of penology. From 1917 to 1932, he was on the faculty of the New York School of Social Work, while at the same time he held many official positions related to prison reform.

Of Dr. Kirchwey as a person, *The New York Times* said in an editorial: "He lived to be old, but he had a sort of unquenchable youth. He had common sense as well as learning. He saw a great deal of the seamy side, but was always cheery; not the least bit of a crank; brave, kind, with no meal in his mouth and a certain humorous delight in paradox."

Directory of Social Organizations (cont.)

Health

AMERICAN ASSOCIATION OF MEDICAL SOCIAL WORKERS, 944 Rush Street, Chicago. Its purpose is to improve standards of social work in hospitals, clinics, or other distinctly medical or psychiatric agencies, and to stimulate its intensive and extensive development.

LOS ANGELES SANATORIUM—Ex-Patients Home. A national, free, non-sectarian tuberculosis hospital—whose services include an Adult Clinic, A Children's Clinic, An Occupational Therapy Dept., a Rehabilitation Department, and a Social Service Department. Executive Director—Samuel H. Golter; Medical Director—Dr. Joseph Rosenblatt. West Coast Area—208 West 8th Street, Los Angeles, California; New York Area—145 West 45th Street, Harold N. Imber, Director; Philadelphia Area—12 South 12th Street, Sylvia Neulander, Dir.; Chicago Area—30 North Dearborn St., Paul Dubinsky, Director. Applications also accepted through local Jewish Federations and Welfare Fund Offices.

NATIONAL JEWISH HOSPITAL AT DENVER for tuberculous adults and children. Non-sectarian, free, maintains children's preventorium. Executive Secretary—Samuel Schaefer, Medical Director—Dr. Charles J. Kaufman, Research Director—Dr. Harry J. Corper. Hospital care includes educational, vocational, occupational, psychological, psychiatric and social services. Applications New York area—19 West 44 Street, Philip Houtz, Director; Philadelphia area—1103 Widener Building, Harold Greenspun, Director; Chicago area—30 North La Salle Street, Arthur Heim, Director. Other applications through local Jewish Federation and Welfare Fund offices or direct to Hospital, 3800 East Colfax Avenue, Denver, Colorado.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway, at 58th St., New York. Dorothy Deming, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine. Public Health Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; Executive Vice President, D. Kenneth Rose.

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Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counselling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

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Is your organization listed in the Survey's Directory of Social Agencies? If not—why not?

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DIRECTORY OF SOCIAL ORGANIZATIONS

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York City. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Edward P. F. Eagan, President; Edson K. Green, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, the Lincoln Recreation Center, 235 West 113 Street, the Forty-Ninth Street Craft Shop, 424 West 49 Street, the Tot Lot, 422 West Forty-Ninth Street, Camp Sebago and Camp Wakonda in the Interstate Park.

BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organization, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

THE GOLDEN RULE FOUNDATION—Incorporated March 1929 by special act of the Legislature of the State of New York, serves the American public as "a people's foundation," rendering to the average citizen a service similar to that rendered to their respective founders by well-known private foundations. This includes: 1, Study of needs as to strategic importance; 2, Stewardship education and stimulation of increased giving by promotion of (a) International Golden Rule Week, (b) Golden Rule Observance of Mothers' Day, Thanksgiving and Christmas, (c) Religion and Welfare Program; (d) Daily Remembrance of War Sufferers Through Coin-a-Meal Globes; 3, Allocation of relief and welfare funds as grants-in-aid to institutions and agencies recommended by the Survey Committee; 4, Administration of trust funds for philanthropic purposes. These funds may be contributed as (a) Unconditional gifts, (b) Memorial gifts and funds, (c) Gifts on the annuity plan, (d) Private benevolent funds, (e) Bequests by will. Charles V. Vickrey, President, 60 East 42nd Street, New York, N. Y.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "no alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

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LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Shelby Harrison, President, New York City; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The sixty-ninth annual convention of the Conference will be held in New Orleans, La., May 10-16, 1942. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

National Red Cross

THE AMERICAN RED CROSS—Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Alexandria, Va. There are 3,721 local Chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, First Aid, Water Safety and Accident Prevention, Junior Red Cross, Medical and Health Services, Nursing Service, Services to the Armed Forces, and Volunteer Special Services.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The Inter-Denominational body of the home mission boards of 23 denominations of the United States and Canada. President, George Pitt Beers; Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell, 83 McAllister St., San Francisco, Calif.; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1720 Chouteau Ave., St. Louis, Mo.

JEWISH WELFARE BOARD, 220 Fifth Avenue, New York City. Frank L. Weil, President; Carl M. Loeb, Jr., Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Miss Flora R. Rothenberg, Ex. Dir. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training amoung young men and boys.

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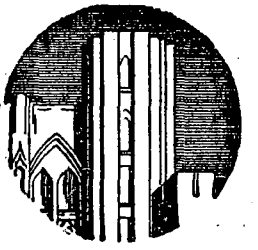

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